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ABSTRACT

This manuscript discusses strategies, designs, and techniques used by staff consultants of the Documentation and Technical Assistance project in order to facilitate problem solving capacities in urban schools. Intervention techniques described were geared to a model of the ideal school organization, conceived of as one which features self renewal and adaptability to the environment and makes active use of internal resources. Presented are five case studies of interventions conducted during 1976-77 year in Oakland, California, schools with a large proportion of poverty level students. Consultative experiences are summarized and the readiness of client schools to benefit from consultation, building of contracts with clients, and managing processes of interventions are discussed. The paper also reviews effects of intervention on client schools, analyzes issues faced by consultants, and describes tentative plans for future research, consultation, and network building. (Author/AOS)

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DOCUMENTATION AND TECHNICAL ASSISTANCE IN URBAN SCHOOLS

SOME PROCESSES AND EFFECTS OF CONSULTATION IN URBAN SCHOOLS

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BY

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1977

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Preface

This manuscript represents part of a continuing effort on the part of our R&D program within the Center for Educational Policy and Management to generate an effective theory and technology of school improvement. Its completion represents a major achievement for the newly organized Eugene-Oakland Team -- a milestone of which we are quite proud. Producing a manuscript of this size has been a grand undertaking -- made even grander by the fact that we could not have written it had we not worked collaboratively both within our team and with the urban schools about which we have written.

Throughout the manuscript references to "the Eugene-Oakland Consulting Team," "the Consulting Team," or simply "We, the Team" mean the West Coast Regional Technical Assistance Team of the Documentation and Technical Assistance in Urban Schools (DTA) Project. The term consultation is used instead of the term technical assistance because it denotes a broader range of intervention activities and is less offensive for many audiences. All references to clients, client schools and the like refer to individuals, groups, and schools in the Oakland, California School District. Several schools and a large number of individuals of the Oakland Public Schools collaborated with us in the endeavors we report in this manuscript. All names of schools and individuals have been changed to insure anonymity until and if permissions can be obtained. We use the terms "client school" and "target school" instead of other DTA terms such as "user" or "network" schools to eliminate unusual jargon.

All members of our team have contributed to this manuscript. Warren Bell, Ann Burr, Janis Clark, Philip Runkel and Bettye Williams prepared parts, while most of the writing and editing was done by Jane Arends, Richard Francisco, Scott Pengelly, and Richard Schmuck. We wish to thank Tom Wilson, Director of the DTA Project, and Hannah Meara, a DTA staff member at the Center for New Schools, for their comments on earlier versions of the manuscript. We also wish to thank Dorothy Van Cleef and Patricia Eysenbach for their secretarial support.

We present this manuscript at this time to a very limited audience comprised of our DTA colleagues, NIE staff, and reviewers we and NIE have selected for their understanding of consultation and urban schools. Later we would like to revise all or parts of the manuscript for a wider audience, taking even care to protect the anonymity of the district, schools and individuals with whom we worked. We hope that readers of this version will help us restrict its dissemination, while at the same time offering constructive comments for its improvement.

Chapter I: Introduction

This chapter describes the several purposes and the arrangement of this manuscript, summarizes the concepts that we have used to guide our attempts to facilitate organizational problem solving, presents an overview of our eight subprojects in the 1976-77 school year, and outlines methods used to collect data about the consultative subprojects.

Purposes of the Manuscript

The principal purpose here is to describe the strategies, designs, and techniques used to raise the problem-solving capacities of a few urban schools. The manuscript should be studied along with the companion document, Toward a Theory for Facilitating Organizational Problem Solving in Urban Schools, which presents the theory behind our action strategies. The present manuscript provides the bases for developing a useful technology for urban school improvement; in it are the kernels of data and analysis that can be used to design workshops and training events, to prepare slide-tape presentations and shorter written pieces, and to create role-playing exercises, simulations, and the like.

Other purposes of this manuscript are to demonstrate to our DTA colleagues and NIE reviewers how seriously we have taken their expectations that we would provide consultation to some urban schools, to inform our consultative efforts with knowledge from the documented activities at DTA's research sites, and to study and monitor our progress. Accordingly, the manuscript includes examples of how we diagnosed our own functioning and assessed our interactions with clients, of how we have retrieved resources both within our team and between our team and the rest of DTA, of how we have mobilized ourselves and our clients for collaborative action to generate plans and take steps for moving from current states of affairs to desired targets, and of how we have maintained our awareness of our problem-solving capacity.

We have striven to practice what we preach. We have attempted to act as a consulting team in the same problem-solving style that we hope to bring to our urban school clients. Below and in the companion document we explain further what we mean by capacity for problem solving; it is sufficient here to point out that we believe our consultative efforts are enhanced to the extent that we can as a team model the capacity for problem solving.

This manuscript also can serve a final purpose: to provide a summary of findings that the Team can use in introducing other consultants to our strategies and techniques. It is likely that the next phase of work in the DTA Project will include some efforts to establish a network of consultants who can teach school participants how to facilitate local problem solving and to generate theory and technology for training school-based facilitators. This manuscript should be valuable as an introduction and background for network members.

Arrangement of the Manuscript

After describing some concepts and other contextual matters in this chapter, we use the rest of this manuscript to spell out the processes and effects of our consultative efforts to facilitate growth of problem-solving capacities in some urban schools. Chapter II presents case studies of five interventions that were conducted in the 1976-77 school year in the Oakland School District. The case studies are preceded by some background information on how we came to do this work.

Chapter III summarizes what we learned from our consultative experiences. In it we criticize the documentation methods that we used and discuss three issues that we faced: (1) assessing the readiness of client schools to profit from consultation, (2) building contracts with clients, and (3) managing the processes of interventions. The chapter includes descriptions of two kinds of effects that were observed in the client schools: (1) solutions to convening problems related to parent involvement, instructional improvement, resource acquisition and distribution, and (2) enhanced organizational capacities to engage in self-diagnosis, proactive linkage, synergistic mobilization for action, and consciousness of organizational problem solving. The chapter concludes with our analyses of the strengths of and issues faced by our approach to consultant teaming.

Chapter IV presents tentative plans for the future. In it we explain some possibilities for future consultation, research, and network building.

Conceptual Scheme for the Consultations

In our research on organization development in schools prior to the DTA project, we conceived the ideal school organization to be featured by self renewal and adaptability. We saw organizational self-renewal and adaptability as being constituted of receptivity to the environment, active use of internal resources, and responsiveness to the environment; we viewed these concepts as analogous social system counterparts to Maslow's psychological concept of self actualization. Since beginning our conceptual work with our DTA colleagues in 1975 we have sharpened and concretized further

the concepts of a school's self renewal and adaptability and now view them as comparable to the school's capacity for problem solving.

Key concepts that comprise our conceptual scheme are graphically arrayed in Figure 1. In the far right column we summarize the important elements of a school's capacity for problem solving; since a school with that capacity is the long-range or distal target at which we aim our consultative interventions, we label that column with the words "The Target School." In the far left column, labelled "The Typical School," we summarize important features of urban schools to which we would be likely to provide consultation. In the second column from the left we summarize significant features that are present in designs for consultation or facilitation we employ. The remaining column, labelled "The Changing School," summarizes the kinds of outcomes that we would hope to produce through consultation and that we believe would indicate the school was becoming more likely to exhibit a capacity for solving problems. Each column of Figure 1 is elaborated upon in subsequent sections of this manuscript.

The Capacity for Organizational Problem Solving

Three clusters of institutionalized norms, structures, and procedures are indicative of self-renewal, constitute the basic ingredients of an organizational capacity for problem solving, and serve as targets for our efforts. First, there are norms, structures, and procedures for accomplishing a systematic diagnosis of current states of affairs and of

Figure 1

Graphic Array of Key Concepts
for Guiding our Consultations

The Typical School	The Design for Facilitation	The Changing School	The Target School
as it presents itself with:	involving:	having:	as it presents itself with a well-developed capacity for problem solving that includes
an undeveloped capacity for problem solving,	Data Feedback	Shared Goals and Diagnoses	Norms, Structures, and Procedures for
convening problems in domains such as instructional improvement, parent involvement, and retrieval and use of resources,	Linkage for raising consciousness and creating solutions to convening problems	Rapid Information Exchange	Diagnosis
some degree of readiness to profit from consultation	Process Training and Consultation	Norms of Openness, Dispersed Influence, and Emotional Support	Retrieval
	A focus on important and ready groups of school participants	Images of an Organizational Capacity	Collaboration
			plus an awareness of these indicators of self renewal and adaptability

desired targets. Second, we see norms, structures, and procedures that allow the proactive retrieval of information and action plans, both from within and from outside the school. Third, we point to norms, structures, and procedures for mobilizing action that is featured by collaboration among school participants as they generate plans and take initial steps to move from the current state to the new targets. Our conception of collaboration includes synergy, a condition in which the total effort of a group is greater than the sum of individual efforts made by its members. Actions we take as consultants to build or enhance the school's norms, structures, and procedures for diagnosis, retrieval and collaboration constitute important distal targets of our interventions.

We also aim our consultations at a fourth long-range or distal target that represents a qualitative modification of the other three. It is the awareness of these indicators of self-renewal and adaptability; it demands that school participants have a language to describe their norms, structures, and procedures for diagnosis, retrieval, and collaboration. We believe that without this awareness and language, school participants will be unable to work with their school's capacity for solving problems and in the future to adjust norms, structures, and procedures as needed to solve new kinds of problems. All features of a school's capacity for problem solving are explicated in greater detail in the paper titled Toward a Theory for Facilitating Organizational Problem Solving in Urban Schools.

The Typical School

At the far left of the graphic array, we point out that we assume that the typical urban school does not have a well developed capacity to solve its problems and that it does have problems. For our convenience, we grouped the problems we heard about in DTA's research sites and in preliminary visits to schools in Oakland into three categories: instructional improvement to improve students' achievement, parent involvement or school-community relations, and retrieval and use or distribution of resources.

The graphic array also includes the concept that a school may be more or less ready to profit from consultation to facilitate its problem-solving capacity. We discuss dimensions of readiness in typical urban schools further in Chapter III of this manuscript.

Design for Facilitation

For our facilitative part, helping schools make the transition from solving immediate problems to establishing more fundamental capacities calls for tailored designs involving data collection and feedback, linkage to outside resources, and process observation and consultation. Through questionnaires, interviews, and observations we would help school participants communicate about educational goals, to assess their current situations, and to reach agreements about current problems and interim targets to pursue. In the role of a third party, we would link staff members with relevant resource people, practitioners, and outside information. By observing school participants' skills in communication, problem solving, and decision making and by consulting with them as they ran their task-

centered meetings, we would help them to build procedures to support collaboration. We explain these modes of intervention further in Chapter III.

Along with these actions on our part, we intended to focus on intact, important, and ready groups. We knew we couldn't work with all participants in every school because of our new and limited access to schools and because of our limited resources. Given the choice, we chose to work with intact groups that (1) would be in a position to influence school-wide activities, and (2) could be expected to exhibit one or more features of a changing school by the end of the year so other school participants could form an image of an organizational capacity to solve problems.

The Changing School

With a picture of the ultimate target in mind, we continued studying data from DTA's research sites to determine intermediate goals that realistically could be achieved within a year, and that, if reached, would make it reasonable to predict that the school was changing in the direction of improving its organizational problem-solving capacity. Our strategy for facilitating problem solving called for our commencing with the school participants' most pressing and immediate problems, while building gradually toward making organizational diagnosis, retrieval, and collaboration themselves the convening tasks for problem solving. We assumed that making this transition from immediate problems to the establishment of a more fundamental capacity for solving problems would be extremely difficult, requiring considerable time and energy of school participants and the consultants.

In the third column from the left in the graphic array, we point out that our goals for a one-year-long consultation were: (1) goals and diagnoses of current situations would be public and shared by school participants; (2) information would be rapidly exchanged and move from senders to receivers with minimal distortion; (3) expectations on the part of school participants for openness, shared influence, and emotional support would be met frequently; and (4) images of the school's problem-solving capacity as an organization would be talked about frequently. We believed that to the degree those features of a changing school were present at the end of the year-long consultation, it would be safe to predict that the school would be able to approach new problems with some hope of success.

The Subprojects

Our consulting team planned eight subprojects for the 1976-77 academic year. The five subprojects that included consultative work aimed to apply the conceptual scheme described above to four schools and one cross-school group of administrators in Oakland. The processes and effects of thse five interventions are described in detail in the case studies presented in Chapter II.

Four other subprojects were designed to complement the consultative interventions:

(1) The Theory Paper. During the early stages of our consultations there was of course the need to clarify our concepts and strategies. We commenced a series of inhouse seminars for our team during which we

developed theory about facilitating the capacity for problem solving in urban schools. These seminars performed several purposes: they provided direction for the consulting efforts of the team, and they helped the team to write down the details of a conceptual scheme that was summarized briefly above and is explicated at full scale in our monograph entitled, Toward a Theory for Facilitating Organizational Problem Solving in Urban Schools.

(2) The Network. We set out to locate appropriate consultants and resource persons who lived near Oakland and who might facilitate the enhancement of the problem-solving capacities of schools in other districts. People identified through this subproject were to become members of a network of facilitators that was to be built after the 1976-77 school year. Consultants from four different organizations and associations in the Bay Area were contacted and are ready to join a network in 1977-78.

(3) Team Building. The third complementary subproject was to enhance our team's problem-solving capacity. It included efforts at self-study and documentation of consultative events and efforts at building the team's norms, structures, and procedures for linking with DTA's Documentation Team and for taking collaborative action with client schools.

(4) The Manuscript. The fourth subproject was to produce this manuscript. It required us to coordinate our efforts with those of DTA's Study Team. Details of our methods of producing this manuscript appear at the beginning of Chapter III.

Methods of Data Collection

This manuscript is a condensation of a large array of raw data and initial analyses. A file drawer full of such data was amassed during the year and the team engaged in many different documentation activities. Our memos, notes, reflections, observations, and analyses were based on the following methods of data collection:

(1) Collecting Documents from Clients. Whenever possible, the Team asked for materials prepared by the clients themselves. As a result, such items as the Title I proposal from one school, bulletins from the Superintendent's office, curriculum guides prepared by district teachers, and a host of miscellaneous memos from the desks of principals and other administrators were obtained.

(2) Administering Questionnaires. On several occasions, the Team distributed questionnaires to obtain the participants' reactions to intervention events and school activities. Most often, these were simply scored, two-item inventories with questions such as "What are your thoughts about what happened at this meeting?" and "What would you like to have happen at the next meeting?" Examples of our use of such questionnaires are scattered throughout the case studies presented in Chapter II.

(3) Interviewing Clients. With great frequency -- at almost every intervention event in fact -- one or more consultants systematically queried individual participants about their thoughts and feelings. Sometimes a sample was drawn deliberately as, for example, when the consultants

asked members of the IAP Steering Committee to talk about what other IAPs were telling them. At other times, Team members talked to anyone they could "corner" or walk with down the hall.

(4) Observing in Schools. A great deal of information was collected through observations. One consultant, for example, spent a full day at Garden Grove Elementary School to watch teacher-student and peer group interactions in the classrooms and hallways. He also observed adult interactions in the faculty lounge and parent room of the school. Two other consultants spent three days in the Counselors' Office at Orange Tree High School, making highly detailed notes about how the counselors, students, secretary, and other faculty used their time. At every major event -- major in the sense that more than two consultants were in attendance -- one Team member was designated as documenter with his or her primary task being to write down everything that happened.

(5) Eliciting Feedback from DTA's Study Team. The Study Team was represented by a Documenter at most intervention events carried out by the consultants. This Documenter, along with the Coordinator of the Study Team, frequently talked with many people in the district and with the consultants. The local Documenter, in particular, was frequently present at planning and debriefing sessions of our team and provided much on-the-spot feedback and advice. In addition, a few formal feedback sessions occurred during the year at which the Study Team gave prepared feedback in the form of summaries from its huge quantity of data.

(6) Coding Packets. Members of the Consultant Team devised a system for storing and retrieving data that they had collected. For each time-bounded interaction between one or more consultants and one or more clients, which we referred to as an event, all relevant notes and papers were stapled together in a packet with a cover sheet on the front. The cover sheet is shown in Figure 2.

(7) Debriefing Sessions and Staff Meetings. It was routine for the consultants to gather soon after events to talk about what happened. These so-called debriefing sessions sometimes occurred in a motel room in Oakland and at other times were part of our formal staff meetings in Eugene. The information was used to improve the next consultative event in the style of formative evaluation. Minutes of the sessions and meetings were put in the files.

Figure 2

Packet Cover

DATE of event _____ Filed by _____ Subproject ___

NAME OF EVENT _____

_____

SUMMARY OF EVENT _____

_____

_____

PACKET PIECES

_____ Plans
_____ Design of event
_____ Documentation of event
_____ DTA materials used
_____ Materials produced by participants
_____ Other materials used
_____ Staff reflections
_____ Feedback from participants

Other: _____

Check as many categories as apply

PACKET CONTENT: This packet contains ideas, information, examples, etc., of

DTA's

_____ Retrieving
_____ Facilitating
_____ Studying ourselves

CLIENTS

_____ Instituting systematic problem solving
_____ Using resources
_____ Putting plans into action
_____ Monitoring their progress

EFFORTS AROUND

_____ Internal renewal teams
_____ Role clarification or change
_____ Parent participation
_____ Statements of theory

Other: _____

Chapter II: Case Studies

This chapter is comprised of six sections. The first summarizes the history of relationships between our Consultant Team and the Oakland School District that led up to the 1976-77 school year. The middle sections constitute case studies of consultations carried out in different schools. The sixth and last describes a case study of consultations with key administrators from several schools. Each of the five case studies includes information about the start-up activities, the macro-design that guided consultants' activities, the critical events of the intervention, the outcomes, and our projections for the future.

Setting the Stage for Consulting in Schools

During 1971 and again in 1972 Richard Schmuck and Philip Runkel discussed the possibilities of a collaborative project involving the Oakland Public Schools and the University of Oregon with the Superintendent, Marcus Foster, and his deputy, Robert Blackburn. Those conversations led to the joint preparation of a proposal to the Ford Foundation for implementing a program of planned organizational change within the Oakland Public Schools. In particular, the proposal called for placing emphasis on building effective communication among teachers, parents, and students at the level of the school site. While the proposal was encouraged by program directors within the Ford Foundation, it unfortunately arrived at the offices of the Foundation during a financial crisis when R&D funds were being significantly reduced. The project had to be abandoned.

Dr. Marcus Foster, the district's most respected leader and architect of a nationally known citizen involvement effort, was assassinated on November 6, 1974. As Oaklanders mourned their loss and vowed to keep his memory alive, Dr. Robert Blackburn was named Interim Superintendent.

Eugene-based consultants next visited Oakland in 1974 while they were working in the nearby Berkeley schools. The project in Berkeley was being sponsored by the Bay Area Learning Center which was housed within the Oakland district office. The consultants visited with John Favors, Director of the Bay Area Learning Center, several times that year to report on progress in the Berkeley Project. These conversations with Dr. Favors kept alive our interest in doing some action research and consultation in Oakland.

DTA Project Begins

The DTA Project began with funding from the School Capacity for Problem Solving Group of the National Institute of Education (NIE) in December of 1974. Project staff were organized in two teams: one to document events for research purposes in nine projects funded by the NIE and one to provide technical assistance to schools in other districts that might profit from the experiences of the NIE project schools. Together the two teams were to explore how research and technical assistance could be linked so that each could inform the other while it was being carried out. Details of DTA history and purposes are included in other DTA documents and will not be repeated here.

As a formal part of the newly funded DTA Project, the Team visited Oakland next in early May, 1975. The team met with key administrators in the district's central office -- including Robert Blackburn and the district's three regional superintendents, John Favors, principals of ten schools recommended by the regional superintendents, and with representatives of the largest of two teachers' organizations. During each meeting the consultants explained the goals and processes of the DTA Project and their desire to identify schools that might profit from consultation. The meetings went very well; central office administrators and the leaders of teacher groups, in particular, were very supportive.

Because of specifications in DTA's contract with NIE, the only eligible schools were those in which at least 50% of the student body fell below poverty guidelines established for Title I schools.

Over half of the schools in Oakland qualified for consultation using these guidelines. The Consultant Team visited many of the Title I schools. They received mixed reactions--some favorable, some unfavorable, and most neutral--to the proposed project. A few of the principals seemed to think that although they might profit from working with the consultants, to do so could be viewed by their district-level supervisors as a sign of personal weakness or incompetence. In a few cases, the principals were perceiving their superiors with some degree of accuracy; district administrators did view them and their schools as in need of help. But in most cases, the principals were unnecessarily worried, since district administrators had suggested the school as a good one in which the consultants would find excellent things happening.

In all of the visits made in the spring of 1975, the consultants strove to become familiar with the Oakland district and to help district personnel become familiar with the DTA Project. Since the district was still searching for a permanent replacement for Marcus Foster and since the DTA Project had not yet fully planned its work for the 1975-76 school year, the consultants would not make firm agreements about what particularly would happen in their work within the district.

Three events in the summer and fall of 1975 caused the consultants to pause in considering more precisely what they might accomplish in the district's schools. The first event was the death of one of the regional superintendents, a man who had been supportive and helpful to the consultants. The second was the hiring of a new superintendent on November 3, 1976. Dr. Ruth B. Love had a national reputation in reading and was certain to want to make changes to which the consultants would have

to accomodate. The third event involved many staff meetings and conference calls among DTA staff to give further consideration to linkage between researchers and consultants and to consistency between plans for consultation and DTA's goals. In response to these events, we modified our plans for the future.

The consultants, aiming to get ready to work with schools during the 1976-77 school year, decided to offer introductory training in facilitating school problem solving and change to two groups of specialists in the district. This plan was designed so that once schools were selected, there would be more person-power available to help with consultation. The two groups selected and invited to a meeting in December were teachers and principals on special assignment who already were acting as consultants to many Title I schools. The three regional superintendents (a temporary replacement for the deceased regional superintendent had already been appointed by the new Superintendent) attended the meeting. The new regional superintendent urged the Oregon consultants to place their proposal on a "back burner" since the new Superintendent was about to announce a plan for reorganizing the district that might eliminate the "special assignment" positions.

While waiting for the Superintendent's plan for reorganization, the consultants turned their energies to hiring a half-time team member who lived in the district and who could, more easily than Eugene team members, keep up with events in the district. A variety

of personnel offices, university and college placement bureaus, and employment agencies were contacted in the Bay Area to help locate qualified candidates. Since planning sessions with Robert Blackburn, the three regional superintendents, and with others in the district's central office were already underway, that group also became involved in the processes of selecting and hiring the half-time person.

Working with the Superintendent's New Plan

In February, the Superintendent had completed her analysis of problems in the district and introduced her plans to the public. Approximately 500 administrators and teachers attended a highly publicized meeting at which she announced her intention to improve instructional practices that were producing too many high school graduates without basic skills and failing to help students who were a year or more below national norms for reading and math in the elementary grades. Her overall design for raising student achievement called for several structural changes in the district. First, she created the Instructional Strategies Council (ISC), a group of representative citizens and educators to be charged with developing a comprehensive, performance-based plan for the district. As co-chairpersons of the ISC and the total effort, she appointed the newest of the three regional superintendents and a secondary teacher. These two people -- in particular the ex-regional superintendent -- were to act as significant gatekeepers for the consultants' work in schools.

Second, she created Technical Task Teams (TTTs), each to be comprised of approximately 50 curriculum consultants, administrators, and teachers in all, and each to develop a proposal in some curriculum area for the ISC to act upon. Eight of the 16 TTTs were to begin work immediately. Each had the responsibility for developing a proposal in one of these curriculum areas: elementary or secondary reading, elementary or secondary math, management and motivation in elementary or secondary schools, and time allotments in elementary or secondary schools. The other TTTs were to start work in the fall and consider recommendations in curriculum areas such as social studies, science, and art.

Third, she created two areas in the district instead of three regions and appointed an Area Superintendent and Area Director for each. Within schools, her plan eliminated the positions of vice principals and deans and in their place established positions for Instructional Assistant Principals and Administrative Assistant Principals in all secondary schools. Elementary schools, depending on their size, were to get a half- or full-time Assistant Principal. School Administrators were to provide leadership to School-based Instructional Strategies Councils (SISCs) during the next year and to insure implementation of policy recommendations that would come from the district's ISC.

A fourth element of the Superintendent's master design was not announced until some weeks after the February meeting; it is described here, however, to complete the picture of massive restructuring that was to happen in the district. The fourth element

called for eliminating the positions of curriculum and staff development specialists at the district level and for creating, in their stead, a district office of Curriculum and Instruction (C&I) and placing most specialists in the two new area offices.

Also in February, the new member of the Consultant Team was hired through a joint decision of the Consultant Team and the ISC Co-chairs. With the major actors in place and now as the Eugene-Oakland Team of DTA, the consultants spent the remainder of the spring and summer on activities to be described below.

Assistance to the Instructional Strategies Council. The newly hired local facilitator was given a desk in the office of the ISC Co-chairs. She worked with them to plan and convene meetings of the ISC and to communicate with ISC members. She also helped with producing the ISC Newsletter, a publication intended to link the ISC with the TTTs and schools. Along with other members of the Consulting Team, she provided information about the process of introducing new programs into schools that had been gleaned from DTA's research at the NIE project sites.

Consultation and Training for Technical Task Teams. The consultants offered a workshop in March for chairpersons of TTTs, an event that was attended by 28 district and school administrators. Issues that participants discussed and learned about in the workshop included ways to: (a) run successful TTT meetings, (b) link up with other TTTs, the ISC, and schools, and (c) set the stage so that ISC and TTT recommendations would eventually be implemented in schools.

The local facilitator and other members of the Eugene-Oakland Team also offered consultation throughout the spring to some of the TTTs. They compiled, for example, an annotated bibliography on student participation in decision making for the TTT working on management and motivation in secondary schools and prepared a collection of sample curriculum guides for the TTT working on elementary math. The consultants also met one-to-one with chairpersons of the TTTs to offer additional suggestions about running meetings when that kind of help was requested.

Contacts with Schools. During the spring, the consultants met with faculty members at Greenwood, Hazelwood, and Garden Grove elementary schools to discover how best they and the DTA resource pool could help each school move toward an enhanced problem-solving capacity in the 1976-77 school year. The consultants also joined a team of district personnel who were planning a Summer Institute to introduce TTT materials to SISCs in 60 pilot schools. Members of the Consultant Team then attended the Summer Institute, helping different SISCs do problem solving in four areas: (1) building an SISC and assuming new roles, (2) designing interventions to improve students' achievement, (3) developing the skills of teachers to improve instruction, and (4) involving parents in instruction and governance.

The summer also brought a reorganization of DTA Project staff into two regional consultant teams, a Study Team, and a Documentation Team. It also gave a respite for planning the macro-design and conceptual scheme that were described earlier in this manuscript. Reorganization within the West Coast Consultant Team was required in late August when the local facilitator in Oakland resigned.

Consultation With
Greenwood Elementary School

During the 1976-77 school year the consultants offered help to participants at Greenwood Elementary School. This case study is a brief summary of that intervention and includes four sections. The first section describes entry events that led to the first contract to work in the school. The second outlines the macrodesign planned by the consultants before the intervention began. The third presents major events in the intervention and the fourth section discusses effects and future directions.

Entry and Start-up

Contacts that led the consultants to Greenwood School commenced in January 1976 when Co-chairs of the district's ISC were invited to assist with hiring the local facilitator. One of the Co-chairs suggested that Greenwood School was "ready" to profit from consultation since its principal was an experienced administrator who ran a good school. The consultants called the principal, who had already talked with the ISC Co-chair, and found her ready and willing to consider possibilities.

The second contact occurred in March when the principal, as Chairperson of one of the TTTs, attended the workshop for all chairpersons that the consultants gave. At the workshop, the principal said she would be glad if the consultants would come talk to teachers at the next Greenwood faculty meeting.

The consultants appeared at the faculty meeting and described the DTA project, highlighting the purposes of consultation as improving the school's capacity to solve problems. They asked staff members to specify at least two problems with which they would like to receive help and returned three weeks later to report that there was highest agreement about two needs: (1) staff development to improve communication among staff members, and (2) greater parent involvement in instruction. Staff members at the feedback session agreed that the two concerns would be profitable points of departure for the consultants to pursue.

Also in late May, the principal picked five teachers and herself to constitute the school's SISC. Then, during the summer, the consultants met with the SISC at the district's Summer Institute. By the end of the Institute, Greenwood's SISC had created some plans to start the new year. Among their plans of intervention to improve student achievement was creating departments of teachers to teach basic math skills such as multiplication, addition, metrics, and geometry.

Macrodesign for Consultation

The consultants planned to work primarily with the SISC, hoping to help the group to experience effective meetings, to build productive relationships with the rest of the faculty, to conduct a school-wide needs assessment, to carry out systematic problem solving, to plan for staff development, to implement some new programs, and to carry out formative evaluations on the action attempts.

The consultants planned to start negotiating a contract with the SISC in September, to identify specific needs of the SISC by the end of November, to collect data and give feedback to the SISC on its

performance by the end of January, and then to deliver process consultation as the SISC attempted to take constructive action in the school for the rest of the year. The timeline and choice of a small client group at Greenwood reflected the consultants' desire to keep this intervention small.

Major Events and Activities

A number of consultative events and activities occurred during the 1976-77 school year and are described chronologically in the following paragraphs.

Changeover in Local Facilitator. The local facilitator resigned in August, leaving a noticeable gap in the team because only one other consultant was as well known to the Greenwood staff as she. The consultants began immediately to seek her replacement, but the process was not completed until late September. Candidates were screened by a committee comprised of consultants and representatives of the district, among them the principal of Greenwood School.

Workshop on Parent Involvement. The consultants worked with the principal to plan a workshop for the faculty on September 20th; the principal wanted some way to help teachers prepare for open house meetings with parents that were coming up the week after that.

The two-hour workshop included a presentation on parent involvement in schools at DTA's research sites, small group discussions of the relevance of the presentation to the goals faculty members held for Greenwood, summary reports from all small groups, and administration of a questionnaire through which the consultants elicited feedback.

Reactions of faculty members to the workshop were overwhelmingly favorable; the consultants were sure that further invitations to work in the school would be forthcoming.

Negotiating Directions with Administrators. In early October, the consultants met with the principal and assistant principal to discuss possible alternative targets for the intervention and the administrators' interest in each one. The four targets discussed were, in brief: (1) new roles for administrators, (2) an effective SISC, (3) an enriched staff development program for the total faculty, and (4) effective participation by parents. The assistant principal did not stay throughout the meeting as he had chores to attend to elsewhere in the building. The principal expressed most interest in having the consultants provide a series of workshops on leadership skills for parents so they could effectively assume roles in the School Advisory Council (SAC). She also wanted the consultants to arrange for workshops for teachers of intermediate grades so they would use more manipulative materials in teaching math. She saw no need for the consultants to work with the SISC since she believed the SISC was already working as well as needed. Furthermore, she indicated that she and the assistant principal had already worked out their roles and needed no help from the consultants to do that.

The consultants realized that the principal's priorities for intervention targets were not the same as they had planned originally in the macro-design for the school. However, they agreed to go along with the principal's wishes for a time in order to continue working in the school and in hopes that they could commence working directly with the SISC at some later date.

Leadership Training for Parents. The local consultant arranged with the principal to have the Consultant Team conduct an initial training session for one hour on November 22. The President of the SAC and the principal invited parents to attend. The meeting with seven parents included presentations and discussion on four topics: (1) ways of creating agendas, (2) ways to establish group agreements about meeting procedures, (3) ways to insure participation, and (4) ways that groups can make decisions. The choice of topics at this initial workshop was greatly influenced by information from one of DTA's research sites, a school that justifiably boasts of having an extremely effective Neighborhood School Board, very competent parent leaders, and that does not make regular use of Robert's Rules to guide meeting procedures.

Four of the parents did most of the talking during the meeting, and the SAC President served as translator for one Spanish-speaking parent. All of the parents enjoyed talking about possible new ways to conduct SAC meetings and asked the consultants to attend the December 8th SAC meeting and offer additional suggestions.

The consultants did not attend the SAC meeting to which they had been invited, primarily for two reasons. First, Thanksgiving vacation at the school made it difficult to stay in touch with school participants as the SAC meeting was planned and publicized. Second, the principal wanted the consultants to teach Robert's Rules instead of topics focused on at the initial training event. The consultants were not sure that parents wanted to or ought to learn

what the principal was requesting and so agreed only to send written materials describing other kinds of meetings to the principal.

Providing inservice training to teachers. In Mid-November the principal asked the local facilitator to present a workshop on using manipulative materials to teach math--a workshop she had already scheduled for November 22. In a flurry of phone calls between the local facilitator and her consultant team-mates in Eugene, a plan emerged for a one-hour workshop that included time for teachers to describe the hardest thing about using manipulative materials and to create a booklet of hints, advice, and secrets from their own experiences.

The workshop did not go as planned for several other reasons. First, the consultants--who had just finished the previously described workshop for parents on the same afternoon--were ten minutes late. Second, one teacher immediately challenged the workshop plan, saying that teachers had not asked for help and did not need help with using manipulative materials and that she, for one, resented the facts that (1) attendance at the workshop had been mandated by the principal and (2) the workshop was not part of the SISC's staff development program. Other teachers joined the first in a discussion that lasted the rest of the hour. Several of them commented that the only problems they had teaching math were attributable to the math intervention program devised by the SISC that had forced them to departmentalize. Third, the discussion that consumed the time was not very productive since teachers had not systematically monitored implementation of

the new math program yet definitely disagreed about its effectiveness, and since the consultants, due to hurried and long-distance communication among themselves and insufficient communication with the principal, were not prepared to facilitate discussion of the topics.

Restructuring the Consultant Team. Because the burden of staying in touch with participants in five separate interventions was too much for one local facilitator, the consultants hired an additional half-time local team member in January. The person selected had been a top candidate when the other local facilitator was hired in the fall. At a meeting of the total Consultant Team on January 19 in Eugene, the consultants clarified their roles and assigned themselves to intervention projects in a way that would best capitalize on the strengths of each person. The new half-time facilitator agreed to join two team members from Eugene in continuing the work at Greenwood, since the team had agreed to move in new directions at the school and she could join new efforts more easily than she could join in the middle of ongoing efforts at other schools.

Reviewing Case Studies. As a means of initiating new directions for the intervention at Greenwood, the consultants agreed in January to offer the principal and some teachers a chance to review case studies of schools in DTA's research sites. The consultants called the principal to present the idea and she said she thought it would be an interesting assignment for some volunteer teachers and herself.

Three teachers were slected by the principal, and final arrangements for the review were made in February. On March 2, the consultants met with the principal and teachers to pass out the case studies, answer questions, and provide instructions about writing up their comments. On March 26, the consultants met again with the four reviewers to hear the summary of what the reviewers had learned and what they thought about the case studies.

Effects and Future Directions

The intervention at Greenwood did not take its originally intended form nor produce its intended effects; at no time after the Summer Institute did the consultants meet with Greenwood's SISC. On the other hand, the intervention did demonstrate the effectiveness of allowing school participants repeated opportunities to familiarize themselves with the consultants and the nature of consultation. Asking a few school participants to review case studies from sites in which DTA was conducting research helped the consultants demonstrate--at least to four people--what consultation to improve a school's problem-solving capacity might look like. It was the first time that the four reviewers had ever had a chance to hear about what consultants were doing in other schools in the country and to discuss what they expected of the Eugene-Oakland Consulting Team.

The future of the consultants at Greenwood is uncertain, but there are reasons to be optimistic that there will be a future of some kind. It may be possible to build upon the strategy of using school participants to review other DTA products since the principal and teachers enjoyed the experience, learned a great deal about the DTA and the work of the consultants, and claimed to profit enough to continue using the services of the consultants in the future. At the time this manuscript was written, the consultants were negotiating with the principal for a problem-solving workshop to involve all teachers in the fall. The three teachers who had read the case studies were advocating such a workshop since they believed it would be a fine way for the faculty to start a new school year. More specific ideas for future directions at Greenwood will no doubt emerge from the proposed fall workshop.

Consultation With
Hazelwood Elementary School

During the 1976-77 school year, the consultants offered and provided consultation to Hazelwood Elementary School. This case study is a brief summary of that intervention and includes four sections. The first section describes entry events that led to the first contract to work in the school. The second outlines the macrodesign planned by the consultants before the intervention began. The third section describes major events and activities in the intervention, and the fourth section discusses effects and future directions.

Entry and Start-Up

The consultants' first contacts with participants at Hazelwood occurred at the workshop for the chairpersons of the district's Technical Task Teams (TTTs). The principal of Hazelwood, who was chair of the TTT on management and motivation in elementary schools, attended the workshop. During a break, she told the consultants that she would be interested in receiving more information about the DTA Project.

Two weeks later, the consultants visited the school. They explained what the DTA Project was about and were taken on a tour of the school and introduced to several faculty members by the principal. They also sat in on a faculty meeting after school where the principal introduced them to all teachers.

The consultants again met with the total faculty on March 30 and presented information about each of DTA's research sites. Staff

members were asked to write down problems with which they would like to receive help. The consultants returned three weeks later to report that there was highest agreement about three problems: (1) raising student achievement and exploring new teaching ideas, (2) parent involvement in instruction, and (3) communication and cohesiveness among staff members. Staff members discussed the feedback and agreed that highest priority should be put on the problem of parent participation in instruction. The consultants were asked to consider the priority as a starting point for the next school year.

The principal, in May, picked five teachers, the Assistant Principal, and herself to form the core of the school's Instructional Strategies Council (SISC). Then, during the summer, the consultants met with the SISC at the district's Summer Institute. One of the plans created by Hazelwood's SISC during the Institute was to hire a Community Coordinator in the fall whose duties would include stimulating parent involvement in instruction.

Given the principal's and several SISC members' interests in parent involvement, the consultants planned to work with the SISC during the year and hoped to help the group experience effective meetings, build productive relationships with the rest of the faculty -- with the new Community Coordinator and the school's Special Projects Coordinator in particular, conduct a school-wide needs assessment in the area of parent involvement in instruction, implement some new programs, and carry out formative evaluations of their actions.

The consultants planned the time sequence as follows: (1) to have a contract for the year with the SISC by September, (2) to collect and feedback data about the SISC's effectiveness by January, and (3) to

deliver process consultation for the rest of the year. The timeline and the choice of this relatively small client group at Hazelwood reflected the consultants' desire to keep this intervention small in comparison to the one at Garden Grove Elementary.

Major Events and Activities

The major consultative events that occurred during the year are described chronologically in the following paragraphs.

Changeover in Local Facilitator. The August resignation of the local facilitator that left a gap at Greenwood School also left a gap at Hazelwood. In order to help close that gap, the Assistant Principal of Hazelwood served as a member of the screening committee established by the consultants to help select a new local facilitator. In late September the new local facilitator and other consultants went to Hazelwood so the principal and others could meet the new team member. A meeting was scheduled for mid-October to discuss how the consultants might be helpful at the school.

Negotiating Directions. In mid-October, the consultants met with the Principal, Assistant Principal, and Special Projects Coordinator at the school to discuss possible alternative targets for the intervention and to check the administrators' interest in each one. The four targets presented were: (1) new roles for administrators with a strong management team; (2) an effective SISC that would provide leadership for staff development, instructional improvement, and parent involvement; (3) an enriched staff development program that would allow teachers to explore new teaching techniques and arrangements for instruction, and (4) effective participation by parents that would increase parents' awareness of the school's instructional processes.

All three administrators agreed that the fourth target of parent participation was the most critical and potentially beneficial to them. They asked the consultants to wait one week so that they could carry out the details of hiring the new Community Coordinator. Both the administrators and the consultants hoped that the consultants would work closely with the new Community Coordinator to develop a plan for increasing parent involvement. Results of their initial planning were to be presented to the SISC in late November.

Working with the Community Coordinator and SISC. The consultants held several meetings with the Community Coordinator to get acquainted with her and to plan for the SISC meeting. At the SISC meeting, the consultants began with a slide presentation on parent participation in schools. The types of parent participation illustrated with the slides were: (1) involvement designed to benefit the community or parents as in courses leading to high-school diplomas or as in meetings of consumer groups; (2) involvement and participation in governance and management of the school as when parents serve on an advisory council or neighborhood school boards; (3) involvement of the kind where parents are employed in the school or volunteer as office or library aides, and (4) involvement in the instructional process as when parents help in classrooms or provide special support at home. A handout summarizing the major points of the slide presentation was distributed to start discussion among SISC members. As a result of discussion, SISC members agreed that what they meant by parent involvement was parents augmenting and supporting the instructional process. They also agreed that recuitment of parents to help with instruction was a major school problem

and that social events were a good initial avenue for getting parents to come to the school. They asked the consultants and the Community Coordinator to design and conduct a workshop for parents on making Christmas decorations. The Christmas Workshop was to be a first recruitment step with others to follow once the SISC learned how it worked.

Christmas Workshop. Invitations were sent home with children to all Hazelwood parents. The invitations asked parents to come make inexpensive Christmas gifts of acrylic that they could take home and to discuss parent involvement in the school. Only one parent responded to the invitation.

The workshop was not a total loss, however, since the consultants, Community Coordinator, and Special Projects Coordinator used the time to brainstorm other ways to get more parents to come to the school. Two major strategies emerged from the discussion. The first was to use Room Parents as a core group to recruit other parents. The consultants learned that each classroom in the school had two or more Room Parents who donated their time to plan parties, go along on field trips, and the like. The main element of the strategy was that Room Parents could expand their duties to include helping other parents participate in school activities. The second strategy that emerged from the discussion was to set up a visit to Hazelwood by some resource people from another school district. The Hazelwood administrators believed that out-of-district resource people would be a good "drawing card" to get more parents to a school event.

Restructuring the Consultant Team and Finalizing Plans. An additional half-time local facilitator was hired in January to augment the Eugene-Oakland Team and, at the Consultant Team meeting in January, agreed to work at Hazelwood School. She was briefed on the consultants' plans for work at Hazelwood and was introduced to the Community Coordinator at the school the next week.

Also in January, two of the consultants visited an urban school in the Midwest and became excited about the effectiveness of strategies used there to gain parent involvement in instruction and to raise student achievement. At a meeting with Hazelwood administrators later in the month, the consultants offered to bring resource people from the Midwest school to a workshop at Hazelwood. (See also the case study of Garden Grove for details on other ways in which the same resource people helped there.) The consultants and school administrators agreed that the workshop should be scheduled for March 1 and that the consultants and Community Coordinator should enlist the support of Room Parents for recruiting parent participants.

Starting the Room Parents' Brigade. Twenty-five of 50 Room Parents came to a meeting in late January. The consultants showed them the slide show on parent involvement that had been used earlier with the SISC. The consultants also explained that resource people from outside the district would be presenting information about a parent involvement and instructional improvement project at a March workshop. The Room Parents were enthusiastic about attending the workshop and many volunteered to bring food for a luncheon and to call other parents to invite them to the workshop. A group of about ten Room Parents -- later dubbed the

Room Parents' Brigade by the consultants -- agreed to meet again before the March event to help plan it.

During the course of several meetings in February, the consultants and Community Coordinator , along with members of the Room Parents Brigade, worked out logistics for a luncheon, finalized arrangements for the visit by resource people, designed and mailed invitations to all parents, and set up a telephone recruitment system to remind parents to attend the March 1 workshop.

Workshop with Resource People. The workshop was implemented very smoothly and as scheduled and approximately 50 parents and 30 staff members of Hazelwood School came to hear the resource people. School participants were interested in what they heard and readily discussed what was going on at Hazelwood and how they could make use of ideas that the resource people had presented. The Room Parents' Brigade wanted to plan a fashion show by parents, students, and teachers that would be presented at the school. They also asked that planning get underway for a weekend workshop in which all staff and interested parents could plan ways for parents to become more involved in instruction. A Parent-Teacher Task Force was established to explore that possibility and others for the next year.

Meetings with School Participants. Additional meetings with the principal and Community Coordinator were held in March, April, and May. At the meetings the consultants learned that the fashion show had occurred and that the Task Force was planning a workshop for the fall. Despite of the fact that not everything was going smoothly for the principal with all members of the Room Parents' Brigade, she reported great satisfaction that school participants were turning their attention away from purely social events to consideration of events such as

the "Fall Working Workshop" that could lead to involving parents in instruction more directly.

Effects and Future Directions

School participants at Hazelwood made some noticeable progress during the year toward realizing their goal to solve problems related to parent involvement. After the Christmas workshop that almost no parents attended, the strategies of using Room Parents to recruit other parents and of inviting outside resource people as a drawing card led to a well attended workshop. The workshop, in turn, led to a fashion show and to creating a Parent-Teacher Task Force that took responsibility for planning future strategies to increase parent participation in instruction.

At the time this manuscript was written, the future looked bright for Hazelwood School because the teachers, who had seen large numbers of parents turn out for school events, had given up the belief that parents would not come out--that they were not interested in the school. Further, many parents had come to believe that they could do something to help the school improve student achievement.

In the future, the consultants expect to be called upon to help the Parent-Teacher Task Force with its planning for the fall weekend workshop and perhaps to serve as facilitators when the workshop occurs. The strategy of asking Room Parents to recruit other parents, because it worked so well the first time, can be used again.

Consultation with Garden Grove Elementary

Garden Grove Elementary School is a traditional structure, poorly lighted and in need of paint, but with bright colors in the hallways; it houses almost 400 students and 30 or so staff. The school is situated at the northwestern-most edge of Oakland, on the border of Berkeley, and in the heart of a bustling neighborhood composed almost entirely of poor, black residents. The social conditions of the neighborhood are featured by high unemployment, inadequate housing, and high rates of transiency and crime. Many of the parents the school seeks to attract have insufficient money to satisfy their most basic needs. Since the daily challenges that parents must meet are both physically and mentally draining, their enthusiasm and concern for the academic achievement of their youngsters is sometimes difficult to muster.

The school's staff members are 90 percent black; they reside outside the school neighborhood. Although some are products of communities like Garden Grove, they no longer face those challenges daily. The principal, a black woman, advocates and supports community involvement. The 1976-77 school year was her second as the school's administrator.

The school was at one time noted for its vocal and politically sophisticated parents. More recently, however, there has been little parent activism since some of the more active leaders have moved away. A large portion of the staff has been together for about 10 years; they are not now very active in community affairs involving the school. According to the principal, they are collectively highly competent, respect each

others' strengths and weaknesses, and are highly motivated. During the 1976-77 school year, the consultants offered help to the faculty of Garden Grove Elementary School. This case study is a summary of the intervention in its four stages: entry and start-up, a macrodesign, major events and activities, and effects and future directions.

Entry and Start-Up

In February of 1976, the consultants hired a local facilitator to help with work in the district. The woman who was selected came to her new job from a position as language arts specialist in the district. In her former position she had presented workshops on reading and had developed a close personal relationship with Garden Grove's principal. As the consultants tried to locate schools in which the Team might work, the local facilitator encouraged exploration of possibilities at Garden Grove. The Consultant Team therefore invited the Garden Grove principal to attend the presentation they made on March 30 to the faculty of Hazelwood School. The principal was impressed with the presentation and asked the consultants to talk with her faculty the next week.

The consultants next met with Garden Grove staff members, explained how DTA research was being conducted in urban schools across the country, and mentioned how data in the form of notes from observations, slides, and photographs were being amassed. They also conducted an interest survey among the staff to obtain a direction for DTA's work at Garden Grove. On two occasions school staff were asked to describe areas in

which they needed help. Reviewing 38 responses, the consultants uncovered the following categories: (1) parent involvement; (2) staff development, (3) student-teacher relations, and (4) implementation of the ISC program. During the consultants' next meeting at Garden Grove, the faculty selected community involvement and staff development as their priorities.

In June, 70 percent of the Garden Grove staff worked for two weeks developing an intervention strategy they called the "Levels Program." The program called for individualizing reading and math instruction, making use of a continuous progress concept, teaching small groups of students with homogeneous skills, and considerable one-to-one tutoring. An essential ingredient for successful implementation of the Levels Program was parent participation. Teachers expected the parents to support the Levels Program at home by making sure that the student had a place to study, was encouraged to make progress, and got help at critical points. Thus, the staff's involvement in this innovative program renewed its interest in community involvement.

In relation to staff development, the principal picked four teachers during May to join her on the SISC, and during the summer the consultants worked with Garden Grove's SISC at the Summer Institute. One of the SISC's plans was to capitalize on the energies of the school's Community Coordinator (who was also chairperson of the School Advisory Council) and to ask her to lead efforts to bring parents and teachers together for collaborative work on the Levels Program. Another plan was to create a School-Within-A-School (SWAS) where parents could receive training that would provide a supportive role in the instructional processes.

Macrodesign .

The consultants' original goals for the intervention were: (1) SISC members would plan and implement strategies to increase parent-teacher collaboration, (2) parents would be invited with high frequency to initiate and participate in school problem solving, (3) parents would learn concepts, techniques, and skills to participate in problem solving, (4) faculty members would feel good about involving parents in a variety of the school's central activities, and (5) a parent-teacher organization would be formed.

After numerous meetings with the principal and SISC during which these goals were discussed, the consultants and the school participants reworked them into goals that more accurately reflected the interests and needs of the Garden Grove staff. The revised goals were: (1) to build an adult education program within the school, (2) to bring parents into classrooms and make them an integral part of the instructional process, and (3) to build a teacher-parent subsystem in the school that would continue bringing parents into the school, improve teacher-parent relationships, train parents and teachers to work together, and work to enhance parent-child relationships.

The timeline that was agreed to in September called for a planning session at which two parents, two teachers, the principal, and the

consultants would design the SWAS and a weekend workshop for parents and teachers. The designs were to be presented to the total staff by mid-October so that efforts to recruit parents could begin early in the school year. In addition to the weekend workshop in November, there were to be some consultative sessions for the team that would manage the SWAS. December was planned as the time when instructors and parents who would take part in the SWAS would be recruited in order to have the program underway in January. Parents were to be recruited and trained to work in classrooms during the spring, and by the end of the school year, the consultants hoped to have established a group of parents and teachers who could take over the SWAS and run it during the next year and to begin the process of providing for a permanent problem-solving capacity for the school.

The initial plan of the Eugene-Oakland team called for the intervention at Garden Grove to be the largest that the consultants would undertake in Oakland during 1976-77. The number of groups of school participants that had to be worked with, the diversity and number of objectives, and the shortness of the time-line (one school year) contributed to its large scope.

Important Events and Activities

In the following paragraphs, a chronological description of major events and activities in this intervention is presented.

Introductory staff meeting. On September 16, the consultants visited a Garden Grove staff meeting. The principal, after presenting a summary of the results of earlier meetings that she and her staff had had with the consultants, expressed her delight in having the Eugene-Oakland

team working with parents and staff of Garden Grove school. She introduced the new local facilitator, informed the faculty of staffing changes, reviewed previous visits of the consultants, and assured teachers that the consultants were working on a design for consultation at Garden Grove. Although one teacher expressed some disappointment over the length of time the consultants recommended for planning, the tone of the meeting was cordial.

Negotiations with the principal. On September 21, the consultants met with the principal to discuss her objectives for Garden Grove's parent education component. The objectives she presented were: (1) build a parent education program; (2) provide services needed by Garden Grove community residents; (3) develop a School-Within-A-School for parents (SWAS) to be staffed by the consultants, faculty members, and district resource persons; (4) establish a parent-teacher subsystem for running the SWAS; and (5) generate a plan to recruit parents.

The principal believed that the Garden Grove staff members had a responsibility to train parents they were asking to become involved in instruction. Accordingly, the long-range goal of parent involvement through parent education was to be reached by creating the School-Within-A-School. This SWAS was to provide classes for parents and teachers with a curriculum designed by parents and staff. The principal stipulated that courses in reading and math had to be offered since they were important to the "Levels Program."

The principal hoped to recruit the particular parents whose youngsters had been identified as reading below grade level or having serious

problems in math. The Eugene-Oakland team did not fully support this part of the principal's strategy. Instead, the consultants' suggested a strategy of enhancing energies wherever they were and in trying to enlist all motivated, curious, and interested parents.

After some discussions and negotiations with the principal and planning team, the curricular objectives for the School-Within-A-School were stated as: (1) to build an adult education program within Garden Grove school that would provide parents with information about instructional activities at Garden Grove School; train parents to work collaboratively with teachers in the classroom; and provide parents with information and plans about community issues and school-related issues; (2) to bring parents into classrooms and make them an integral part of the instructional process; and (3) to establish a teacher-parent subsystem at Garden Grove School that would continue bringing parents into the school, improving the teacher-parent relationship, training parents and teachers to work together, and enhancing parent-child relationships.

October was fraught with tension and conflicts among staff members, but most of their feelings remained private. Many teachers resisted the notion of having parents in their classrooms, but they discussed the matter informally and not at formal meetings. Some saw parents as threats to their professional security while others viewed parents as a necessary component of the instructional process. Also present was some tension over the inability of some white teachers to communicate with black parents. The diverse degrees of teachers' readiness to accept parents into their

classrooms created a dilemma for the Eugene-Oakland team as some teachers sluggishly supported or dragged their feet on most of the consultants' proposals. Most important, only four of Garden Grove's twenty-five teachers actively participated in the development of the SWAS.

Starting a Planning Team. A planning team of eight was established with a few interested teachers, the principal, and several very active parents. Its purpose was to recieve inputs from parents and teachers and to develop strategies and an implementation plan for parent education and staff development. Several ideas and approaches were disccussed as possible stimulants for increased parental involvement at the first meeting on October 1st. Three strategies were ultimately accepted in committee for further consideration: (1) Christmas decorations workshops, (2) weekend retreat for parents and teachers, and (3) home-based meetings of parents.

On October 8, another all-day planning session was held at Garden Grove. Some teacher members expressed their many dissatisfactions and opposition to strategies that meant more paperwork or encroached upon their time. The proposal to sponsor a retreat for parents and teachers got minimal support, but the Christmas decoration workshops received a great deal of support as a means to recruit parents.

The consultants did not participate in decision making at the planning sessions, preferring to help planning team members to develop feelings of ownership for whatever they were to decide. Consultants observed how planning occurred, made suggestions about recording decisions, and encouraged all planning team members to participate.

Negotiating with staff and parents. On October 12, the committee presented its three proposals to the remainder of the staff. The proposal to have a parent-teacher weekend retreat was rejected for numerous reasons: some teachers objected to the dormitory living quarters; other teachers did not want to give up their full weekend for the activity; and still other teachers admitted that they were fearful of parents. Additionally, finding enough willing parents to participate in the retreat was a problem. A one-day parent-teacher conference that could be convened locally was approved as an alternative to the out-of-town retreat. Teachers approved the idea of offering workshops at which parents would make Christmas decorations for the school and had no objections if the local facilitator met with parents in their homes to recruit them to attend school events.

The school's Parent Advisory Council met in November. The fifteen parents and eight teachers who attended first heard a talk on parenting skills by the school psychologist. The consultants then presented a slide show on various types of parent involvement and left a photo gallery on parent involvement at the school. A lively discussion ensued about the importance of parent involvement in the school and how the Levels Program could be enhanced by parents.

Christmas decorations workshops. Five workshops were held between October 14 and November 29. A volunteer art teacher from the city's Parks and Recreation Department conducted the sessions, and parents attending the workshops made decorations for classroom doors. The students and teachers were delighted, and some students wrote thank-you letters to the parents and the Eugene-Oakland team.

Promoting staff and parent interest. The local facilitator concentrated on improving relationships among teachers, promoting the SWAS, and encouraging a parent-teacher conference in November and December. She visited the school three and four times a week, talked with teachers informally in the cafeteria, visited classrooms, and had several conferences with the principal.

In January, the local facilitator attended meetings hosted by parents and for parents. These meetings, held in the homes of parents, were not attended by very many parents. The consultants began to wonder if parents would come out for school events without personal invitations from teachers. They began to worry, too, because teachers seemed reluctant to take initiative to invite parents to the school.

Locating resource people. Early in January the local facilitator and another member of the consultant team made a visit to an urban school in the Midwest. They had read descriptions of that school's program for involving parents and raising student achievement through parent participation. During their visit, the consultants met with the school's principal, teacher coordinator, and parent liaison person--the three people who headed the school's special program. The consultants were very excited about what they saw and asked the teacher coordinator and parent liaison person to serve as resource people for a parent-teacher conference at Garden Grove.

Parent-teacher conference. In January and early February, the consultants worked with the Planning Team at Garden Grove to plan a one-day conference for parents and teachers. The date was set for February

26th, and a Parks and Recreation Center in the city was chosen as the location. The Planning Team chose a theme, "The Total Connection," and built the following conference agenda: (1) a speech by a former principal at the school who was an advocate of collaboration between parents and teachers; (2) a talk by a specialist in multicultural education; (3) an exercise in communication skills to be led by the consultants; (4) a presentation by the resource people from the Midwest school; and (5) a discussion of plans for starting the School-Within-A-School.

The parent-teacher workshop came off as planned and made a very full day for about 18 teachers, 20 parents, the entire consultant team, the resource people, and five of their DTA colleagues. The agenda was very full, and the planned discussion of the School-Within-A-School became only a short announcement by the principal. Interest in parent-teacher collaboration however was high among the parents who attended.

School-Within-A-School. March and April brought a temporary lull in planning because the local facilitator was hospitalized for a time. A planning committee of four to five did meet a few times, however, and interest was kept alive. Other members of the consultant team kept in touch with the principal and the planning committee to put together a plan for four courses.

On May 2, participants in the four courses met for the first time. The courses planned were: (1) a course in language arts and reading led by a reading specialist from the district; (2) a course in elementary math taught by a district math resource person; (3) a course in cultural enrichment coordinated by a Garden Grove parent and the local facilitator; and

(4) a course in parenting skills taught on a rotating basis by a school psychologist and a member of the Eugene-Oakland team.

Effects and Future Decisions

Many plans were created and implemented at Garden Grove school during the year, but none of them produced all the effects that the planners had hoped for. Workshops at which parents created attractive Christmas decorations for the school were not as well attended as the Planning Team had wished. The Parent-Teacher Workshop provided participants with a chance to become aware of many things a school can do, but attendance was poor. Teachers, although they attended, showed little enthusiasm for the event. Indeed, the Garden Grove teachers never did show high interest in parent involvement. The School-Within-A-School, originally planned to get underway in January, didn't start until May. For the few school participants who did care about increasing parent involvement, disappointment followed disappointment; and for the consultants, frustration followed frustration.

At that time, involvement of the Eugene-Oakland Team at Garden Grove during the 1977-78 school year is unclear. The year was frustrating. Few parents really got involved in the fabric of the school, but the consultants still believe that many parents would like to be involved. The principal is also committed and has established a teacher-parent group to plan during the summer. The group of four parents and six teachers will be assisted by the consultants and has been charged by the principal with developing a parent involvement component for the coming school year.

Consultation With
Orange Tree High School

The consultants offered and provided help at Orange Tree High School in the 1976-77 school year. This case study is a summary of the intervention in its four stages: entry and start-up, a macrodesign, major events and activities, and effects and future directions.

Entry and Start-up

The consultants' first contact with Orange Tree High grew out of meeting the Girls' Vice Principal of the school. This woman attended the March workshop for TTT chairpersons in her role as Chairperson of the TTT on management and motivation in secondary schools. After the workshop she told the consultants that she had found their contributions to be very helpful and said that she wanted additional assistance. She asked the consultants to prepare a bibliography and gather materials on strategies of managing and motivating students in urban secondary schools, including strategies for student participation in decision making.

The consultants prepared materials for her and met again with her a few weeks later. At this meeting she expressed a special interest in counseling programs for secondary schools. In her job as Girls' Vice Principal at Orange Tree High, she was supervisor of the school's counselors. She knew that her principal wanted a more coherent counseling program featured by more frequent communication between counselors and teachers regarding the instructional program and class scheduling at the school. It was her job to help counselors develop that more coherent program. She told the consultants that it would be a difficult task, because counselors had been prodded by the principal many times and they

were defensive and unwilling to accept help.

In June, the Girls' Vice Principal was named the school's new Instructional Assistant Principal (IAP), a position that included responsibility for chairing the 15-member SISC as well as for supervising the counselors. Because of an illness in her family, she was unable to attend the first week of the district's Summer Institute and the principal of Orange Tree High attended in her place. During the Institute, the consultants met the principal, the head counselor, and others on the Orange Tree SISC, and explained a bit about the DTA Project and their previous contacts with the school's IAP. The principal asked the consultants to stay in touch with the IAP and to seriously consider helping the counselors develop a program.

During the second week of the Summer Institute, the consultants again met with the IAP to plan a meeting with counselors early in the fall. The IAP and the consultants agreed that work with the counselors at the beginning of the year could expand to include both the counselors and the SISC later, and that such a strategy might culminate in creating a new instructional leadership team for the school. They talked about calling such a leadership team, "a school renewal team", a concept the consultants drew from one of DTA's research sites. The school renewal team was eventually to include administrators in addition to counselors and SISC members.

The first meeting with counselors on September 14 was difficult for the consultants. As they explained the DTA Project, their history in the district, and their ideas for helping at Orange Tree High, the counselors were very defensive. They had learned from many sad experiences

that when administrators brought helpers to them, only frustration would ensue. They were suspicious that the principal and IAP had sent the consultants in as spies. Nonetheless, they agreed to meet again with the consultants; some of the counselors hinted that this might be a way to get the principal to stop pressuring them to change.

Macrodesign

The consultants again met with the IAP in September to offer their ideas for the macrodesign for consultation at Orange Tree High. Together, the consultants and the IAP agreed to three objectives: (1) to develop a more coherent counseling program, (2) to facilitate communication between the SISC and the rest of the faculty as well as within the SISC, and (3) to explore the possibility of creating a school renewal team. The time-line developed at the meeting called for data collection about the current counseling program and for sharing the data with counselors in October. The data feedback events would be followed by meetings with the counselors and the SISC to clarify their respective roles and to arrange for future training events in November. December and January were planned as a time when the consultants would help the counselors and the SISC plan their new programs. Start-up of the new counseling program was planned for February, with evaluation by counselors and the SISC scheduled for March. April and May were set aside to establish a school renewal team. Although much was planned to happen in the year, the consultants did not conceive of the intervention at Orange Tree High as a large one. Because the IAP was such a central and skillful person, they thought it would be possible to do much of the work through her.

By October 10, the macrodesign had been approved by the school's administrators and on October 11 it was presented to the counselors. The counselors were not overly enthusiastic and they asked no questions, but none voiced opposition.

Major Events and Activities

A chronological list of events and activities at Orange Tree High during the 1976-77 school year appears below.

Logging and Interviewing. The consultants spent three days at the school in the middle of October. During that time they logged each hour's activities in the counseling office, and from time to time followed counselors to observe what else they did in the school. Also during that time they interviewed all five counselors and some teachers to learn what people thought should be done to build a better counseling department.

Transfer of the IAP. During the week following the consultants' visit, the IAP at Orange Tree High was asked to assume the principalship at West Waters Junior High. She accepted and was transferred a few days later. It soon became obvious to the consultants that activities of Orange Tree's SISC stopped with her transfer. Her transfer also had the consequence of stimulating competition for the post of IAP that consumed much of the time of the competitors and their supporters.

Giving Feedback. Within two weeks after their mid-October visit, the consultants sent counselors a written report of what they had learned

through logging and interviewing. Then, on November 1, the consultants met with counselors to discuss the content of the feedback report. Much to the consultants' chagrin, the counselors had not set up the meeting as they had agreed to do in October. Instead of a four-hour event, counselors had allocated less than half that amount of time. Instead of meeting in one of the counselor's homes or the school, the counselors had chosen a noisy bar and restaurant. And instead of a private meeting between counselors and consultants, the counselors had invited the school's special education counselor and the school psychologist to attend. Because the conditions for discussing the feedback report were poor, the consultants and counselors hurried through other items on their agenda and agreed to continue the discussion on the next day.

At the next day's meeting, the counselors were defensive. They began questioning the value of the log, and blamed teachers and administrators for all of their problems. They insisted that they had no control over the situation they now found themselves in. Furthermore, they were exceedingly suspicious of each other, a fact that did not surprise the consultants, since they had discovered that the counselors never worked together and only rarely spoke to each other. The consultants also learned that the counselors had no conception of the amount of time they would need to create a new program; one counselor remarked that she didn't think it should take more than an hour or two.

Nonetheless, the counselors agreed that they probably had to build a new program. They agreed to meet again with the consultants to work on that although they were not enthusiastic. They seemed to resent the fact that they had capitulated to the principal's demands once again.

Building a New Counseling Program. The next visit of the consultants occurred on November 22 . Again, the meeting with counselors started later and ended earlier than the consultants had been led to believe the counselors were planning for. Beyond listing a few ideas about what a program might entail, not much progress was made toward getting new ideas on paper. A conflict between two counselors surfaced at the meeting over something that had occurred very early in the year. The head counselor became very nervous about the conflict and remained upset throughout the meeting, even though the two antagonists agreed to talk over their differences at a later time. The consultants viewed that agreement to talk things over as a constructive step toward opening communication among the counselors and were disappointed to hear later that the two never met. After the meeting, the head counselor said that he thought it had been a good session. He said he had been on the verge of asking the consultants to leave, but he was now reasonably satisfied.

A subsequent meeting on December 16 was very different from previous meetings. The counselors went to work quickly, listing new practices they wanted to try out; rotating an intake duty and scheduling time to do paperwork without 'drop-in' visits from students were two of their ideas. As they assigned themselves to new duties, there were few disagreements and a lot of collaborative give and take. After the meeting, the counselors said that the session had been the best yet.

The counselors implemented the first features of the new program right after Christmas vacation; they met with a consultant on January 3 to

review and finalize the new agreements. Minor problems with the new program were solved at their next staff meeting.

On January 20, the consultants returned to the school. They met first with the head counselor who said that the new routines were going well. However, later the same day at the regular meeting of all counselors, the consultants learned that although the head counselor was no longer feeling pressure from the principal, other counselors still felt intimidated. The new IAP (who had just been assigned to the school) came to the meeting and reported that the principal had called the counselors' new procedure "a dismal failure." The counselors moaned; one remarked, "the principal always destroys our efforts because he doesn't want to see us succeed." The consultants urged the counselors to call the principal into their meeting and to confront him with the issues. The counselors were very reluctant, but with some prodding and encouragement from the consultants, they finally agreed.

After the principal was called in, the meeting became an invigorating one for the counselors. The consultants took a constructively confrontive stance toward the principal, and occasionally acted as advocates of the counselors. That seemed to encourage the coumselors. They explained their plans and expectations, and the principal said that their program was fine with him. He also said that he was not going to change his "rough" style, but that he hoped his manner would not prevent counselors from coming to him if they had problems with him or anything in the school.

The counselors remained somewhat pessimistic about the principal after the meeting and did not seem to have heard or believed the support

he had offered them. However, they did feel better about each other and had learned a lesson on the benefits of working as a team rather than as individuals when confronting someone in authority.

Team Building. The counselors talked about taking new steps to work with the rest of the faculty in February. They planned to meet with the social studies and math departments to elicit ideas about smoothing out procedures through which students made changes in their programs. They also agreed to have the head counselor attend meetings of all department heads, to send representatives to meetings of the Faculty Advisory Committee, and to initiate some group counseling work with students. They asked the consultants to help them build their team so they could work more effectively with other groups. They also asked for help in evaluating their new program and preparing written plans for the next year.

On March 3, following the counselors' request, the consultants helped the counselors learn meeting skills such as establishing an agenda together and recording agreements and decisions made during meetings. The counselors were pleased with the session since their meetings had been poorly conducted in the past. One counselor said that even if the consultants couldn't work with counselors all through the next school year, he hoped they would come back in September "to get us off on the right foot."

In April and early May, counselors continued to make new agreements about how they would run their meetings and their program. One of their agreements was to exclude people who might drop in uninvited to their meetings, because they wanted to avoid the problems they had experienced previously when the principal had sent in visitors without notifying

them in advance. They also began keeping a record of their decisions and sending the principal a copy of their minutes. At the time this manuscript was written, the counselors were asking the consultants to help them review their year and make additional plans for becoming an even more effective team.

Effects and Future Directions

The consultants originally planned to build a school-renewal team that would do significant problem solving about the school's instructional problems. While that objective was not fully accomplished, substantial gains were made in several areas. First, when the consultants first came to the school, the counselors did not act as a team. They acted as five individuals who happened to work in the same office and who were very confused about how their office and department worked. They did not share ideas with each other or work together and their staff meetings were unproductive. By the end of the year, counselors worked with each other and with others on the staff of Orange Tree High. They had confronted the Community Relations person with problems between them. They had shared and made public their goals and plans for their department.

Second, the counselors at first had not known how to make use of outside consultants. In the past, there had been frequent attempts by the principal and others to "shape them up" and counselors did not believe that consultants could be helpful. By the end of the year, counselors had experienced pleasant and productive relationships with

consultants and were asking for the consultants to come back the next year. The last meeting, for example, started only 15 minutes late, and at the end all wanted to stay longer.

Possibilities for the future include helping counselors get started at the beginning of the 1977-78 school year and then helping them evaluate and revise their program periodically. Other possibilities include creating a school-renewal team comprised of counselors, teachers, and administrators, tightening organizational procedures in the counseling department, facilitating joint problem solving between counselors and teachers, and clarifying communication channels through which teachers and counselors work with each other.

Consultation with Administrators

The Superintendent's overall design for raising student achievement in Oakland designated building administrators, principals in particular, to see that innovative curricular and instructional practices designed by the district's ISC and TTTs were implemented. As the primary instructional leaders at the school sites, principals were to urge teachers to adopt new classroom practices or to adapt their current practices so that higher student achievement levels would be reached. Principals also were to energize SISCs in their schools so that change might proceed in an organized and systematic fashion.

Principals were to receive help in carrying out those tasks from other site administrators. A new job with the title of Instructional Assistant Principal (IAP) was created with the Superintendent's charge that no less than 90% of the IAP's time was to be spent helping teachers improve instruction. The many administrative details that in previous years had been taking the lion's share of the principals' time were to be given to other new job holders, Administrative Assistant Principals (AAPs). Secondary schools were to be assigned two full-time people to assume those positions. Large elementary schools were to have full-time Assistant Principals (APs) who were to function mostly like IAPs. Other elementary schools were to get half-time APs or were to release a teacher to perform some IAP-like functions.

The secondary principal and the IAP were to share leadership in the school's SISC, and the AAP was to take over the principalship whenever the principal was out of the building. The Superintendent's design called for all three to comprise a tightly knit administrative team that would have as its top priority task raising student achievement.

During the 1976-77 school year, the consultants worked with IAPs in the district and with several administrative teams. This case study, like the others, is arranged in four sections to describe entry and start-up, the macrodesign, major events and activities, and effects and future directions.

Entry and Start-up

During the summer of 1976 the new IAPs and AAPs were selected and hired and the place of those new jobs in the district's administrative hierarchy was clarified: IAPs and AAPs were to report to Principals, who were to report to Area Directors, who were to report to Area Superintendents, who were to report to the District Superintendent. Alongside the line administrators was the newly formed Division of Curriculum and Instruction (C&I), headed by the Co-chair of the ISC who had been acting Regional Superintendent for half a year. Staff of C&I were charged both with giving consultation and support to the two newly formed regions and with designing a comprehensive staff development plan for the Oakland district.

During the district's Summer Institute, the consultants entered into several discussions with C&I staff and with a few site administrators (principals and IAPs) about the importance and challenge of the

IAP role. The consultants decided that IAPs would be in an excellent position to have influence on their schools' capacities for problem solving in relation to instructional improvement, both because of their newness and the support of the Superintendent's thrust, and would therefore be appropriate partners for the Eugene-Oakland Team. The Eugene-Oakland consultants suggested to C&I staff that they design and implement a training program for IAPs.

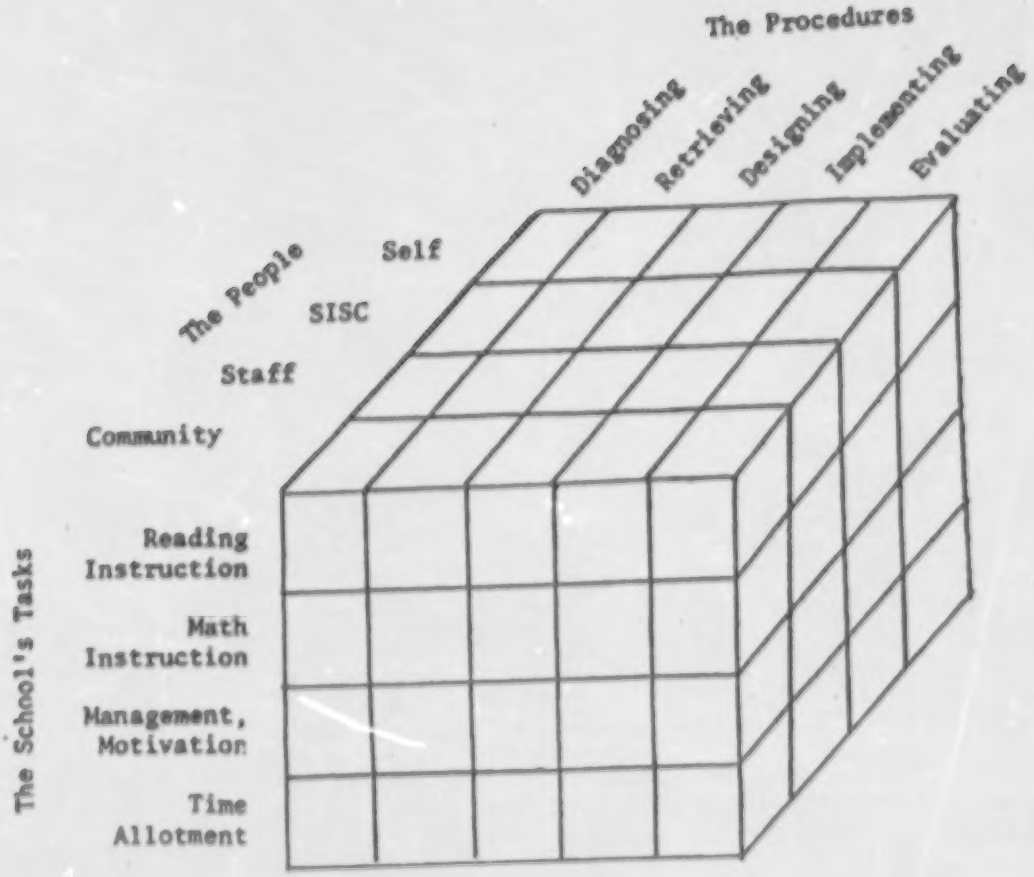
The top administrator of C&I convened a meeting attended by the two Area Superintendents, the two Area Directors, and two members of the Consultant Team. At the meeting, the participants first discussed the primary duties of IAPs as follows: (1) facilitating the development of the SISC so it can accomplish its work and maintain itself as a new group in the school' (2) helping the SISC to design interventions to improve student achievement in the school; (3) coordinating a diagnosis of the school's instructional needs; (4) collaborating with outsiders (area and district personnel and others) to retrieve resources for the school; (5) designing staff development programs for teachers, and (6) coordinating the formative evaluation of the SISC's interventions within the school.

The consultants then offered a graphic format to depict the sorts of content for training IAPs; the format appears in Figure 3.

The consultants pointed out that they would touch on some of the content during an initial, intensive workshop of three days or so in the summer and that the other topics would be taken up in a series of seminars during the fall. They also pointed out that in addition to

Figure 3.

Format for Content of IAP Workshops



aiming all training sessions at helping the IAPs to clarify their roles, obtain knowledge to implement their roles, and gain skill for effectively carrying out their roles, training sessions would be designed so that the IAPs could build a collegial support network through which they might turn to one another for advice and encouragement. The macrodesign also included the idea that consultants would work with some of the IAPs in their schools in the spring, giving them feedback and coaching them on-the-job as well as helping them join with other administrators in their schools to become cohesive and effective management teams.

Major Events and Activities

A number of major events and activities occurred throughout the 1976-77 school year; they are described below in chronological order.

Startup Workshop. During a four-hour session on September 1, consultants focused on clarifying the new roles of the IAPs. The IAPs worked in small groups to make lists of functions they had carried out the year before and those they would be expected to perform in the coming year. They were encouraged to take these lists to school and to meet with their principals that afternoon for the purposes of further clarifying expectations and developing a strategy to explain the IAP's role to teachers.

During an eight-hour session on September 2, the consultants introduced an array of concepts about schools as organizations, interpersonal communication, and group problem solving. The IAPs considered resources and information they would need to do their jobs and listed

forces that would help and hinder them in carrying out their functions in the school.

During a half-day session on September 3, each IAP set up an "office" in the large workshop room and developed a plan for the first few weeks of school. After some time alone during which they were urged to call on one another or the Eugene-Oakland team for advice, they met in small groups to discuss one anothers' plans and to elect a representative to a Steering Committee that would help the consultants plan the seminars. Dates and times were set for upcoming seminars and a staff member from C&I told IAPs to keep journals of their daily routines on the job and to bring them to each seminar. The session concluded as consultants elicited written comments on the workshop.

First Seminar. During the morning of September 21, IAPs discussed: (1) their reactions to the workshop after feedback from the consultants, (2) job-related events and problems, (3) behavioral objectives to answer the question, "How will I know if my work is going well?", and (4) behaviors that would be helpful and unhelpful to teachers as the IAP tried to blend a consultative-helper role with an evaluator-supervisor role. The consultants distributed handouts of information to help IAPs with their discussions.

The consultants met with the IAP Steering Committee during the evening to continue discussing problems that IAPs were facing and to decide how the Steering Committee could best provide a communication link between IAPs and the consultants.

Second Seminar. The consultants had intended that there would be time at the October 13th seminar for brainstorming solutions to some problems that the IAPs had frequently mentioned in the previous seminar. However, the seminar got off to a slow start because numerous unexpected visitors -- most of them curriculum specialists from area offices who had been invited to attend the event by C&I staff -- were present. It took nearly an hour for the visitors to introduce themselves. For the remainder of the morning, groups of IAPs, convened by Steering Committee members, discussed the nature of and possible solutions to the following problems: (1) lack of information about resources, (2) lack of ways for IAPs to help one another, (3) lack of ways to establish one-to-one helping relationships with teachers, (4) lack of procedures to get things into focus, and (5) lack of information about expectations.

Third Seminar. Much of the Seminar on November 3rd was taken up with speeches by two AAPs about the administrative structure of another district they had visited and by the two Area Superintendents about Oakland's administrative reorganization. The consultants then distributed a handout on intervening to raise student achievement. The handout included recommendations drawn from data gathered in DTA's research sites such as "study achievement data and interview teachers to select students for special attention who are not doing well in the basic skills" and "identify some attributes that are strong for each of the selected students and build on these strengths during your intervention." The IAPs used the handout to start their discussion of strategies in use at different Oakland schools for

improving student achievement. The planned wrap-up activity in which individual IAPs were to create PERT charts of their plans for the coming weeks was quickly summarized but not discussed.

Fourth Seminar. On November 24th, elementary APs and secondary IAPs met separately with the consultants. The secondary IAPs made individual lists of daily tasks they carried out and coded them to indicate activities intended to (1) intervene to raise student achievement, (2) monitor achievement, or (3) enhance articulation between junior and senior highs. They also composed a list of tasks that needed to be standardized across schools and discussed issues -- such as the district's achievement testing program -- that they believed were facing all of them.

The elementary IAPs took turns describing strategies they were using in their schools to raise student achievement. Their comments were elaborations upon those they discussed in the third seminar. A list of all strategies they discussed was later duplicated and mailed to all seminar participants.

Steering Committee Meeting. In place of a seminar on December 15th, the consultants met with the Steering Committee and C&I administrators. The purposes of the meeting were: (1) to refine the list of issues facing IAPs that had been generated at the fourth seminar, (2) to specify major problems that seemed to be confronting most of the IAPs, and (3) to strategize how the problems could be reported to all IAPs for problem solving at a seminar planned for January.

C&I administrators urged that the January seminar be called

off so that people could channel their energies into the district's new staff development plan that included the thrust of building management teams in schools. Steering Committee members concurred with calling off the seminar so that they would have time to refine the list of problems that they then presented, in behalf of all IAPs, to Area Superintendents at a meeting the next week.

Planning with C&I Staff and Area Superintendents. Also in December and continuing through January and February, consultants talked regularly with district administrators. The impetus for the talks was the yet unattained goal of building management teams in secondary schools. Although several training designs for school site administrators had been executed in parallel during the fall, there had been little coordination. While the Eugene-Oakland team had worked with the IAPs, two trainers from the U.S. Civil Service Commission had provided regular training to AAPs. In addition, the Area Directors had held a few irregularly scheduled sessions for principals and had visited some principals at their schools.

In December, the consultants recommended a series of team-building sessions for all secondary administrator groups to be held in the spring. District administrators accepted the idea. They designated an ex-Oakland-principal (who had, since his retirement, been a frequent administrative and organizational consultant to the district) to work with teams from all 8 senior highs and asked the consultants to work with teams from all 16 junior highs. The plan that developed was to conduct a demonstration event on team building for all junior high administrators, to follow it with a two-day

workshop for teams, and to follow that with three or four half-day sessions before the end of the school year.

Introducing Team Building to Junior High Administrators. Throughout January and February, the date for the demonstration event was rescheduled several times because of a series of pressing events in Oakland. The event finally occurred on March 19th as part of the district's Spring Administrators' Conference at a hotel in a town nearby. In the one-and-a-half hour event, the consultants described characteristics of an effective educational team, guided participants through a self-diagnostic exercise on their teamwork, and distributed copies of a document on team-building that had been prepared by the consultants. Teams that thought they would like to participate in training for team-building were asked to sign up for future workshops.

Team-Building Workshop. On April 29 and 30, the consultants conducted a 12-hour workshop attended by administrative teams from Willow, West Waters, and Eagle junior high schools. A team from a fourth school that had misunderstood the purposes and schedule of the workshop dropped out after the first few hours to work on its own. On the first afternoon, participants practiced communication skills with various exercises and games. The second day commenced with a lecture on group problem solving; that was followed by team meetings in which participants identified gaps between how their team was functioning and how they wanted it to function. Consultants urged participants to be sure to describe carefully the problems they wanted

to solve before proceeding to make plans to solve them. They encouraged principals to keep in touch with the consultants if they wanted additional help in the future.

At the time this manuscript was written, firm agreements between the consultants and the principal of West Waters Junior High had been reached, and the consultants were planning to interview management team members there about team problems and feed back an analysis of major issues late in May, 1977. No firm contracts with Eagle or Willow junior highs had been negotiated, but the consultants and principals were still trying to find possible ways to continue team-building work.

Effects and Future Directions

The purposes of this year-long intervention were stated earlier as: (1) helping IAPs assume their new roles, (2) building a support network in which IAPs could turn to one another for advice and encouragement, and (3) helping IAPs join with other administrators in their schools to become cohesive and effective management teams. As to helping IAPs assume new roles, there was evidence at the fourth seminar that most IAPs had successfully solved at least some of their role-related problems and that they were willing to discuss their successes and failures publicly in the seminar setting. In addition, there were agreements among the consultants, Area Superintendents, and C & I Administrators that by December IAPs were doing as well as could be expected, given the fact that principals had had so little training and that management teams were not functioning well.

And a support network did exist -- at least for a while and for at least some of the IAPs. As it went about its business of keeping IAPs informed of the consultants' ideas and keeping the consultants informed of the IAPs' needs, the Steering Committee made it possible for all IAPs to learn what each of them was up against. In addition, Steering Committee members gave support to all IAPs when they presented a list of common problems to the Area Superintendents.

The objective of building cohesive and effective management teams in at least some schools was not realized; activities aimed at that objective were undertaken later than planned. But one junior high team did agree to further work with the consultants to improve its team functioning, and two other junior high teams were likely to come on board soon. Those outcomes seemed to indicate that the consultants made the beginnings of several contracts that could develop improved problem-solving capacities in several schools.

Chapter III- Outcomes and Implications

This chapter begins with a description of procedures used by the consulting team for collecting data and goes on to explain how these data were collaboratively analyzed to arrive at some tentative generalizations about how the interventions helped in solving participants' convening problems and strengthening the client schools' capacities for organizational problem-solving. The chapter concludes with tentative statements of "lessons" and implications for the important processes of: (1) negotiating contracts between consultants; (2) intervening to build the problem-solving capacities of urban schools; (3) understanding readiness on the part of schools to engage in and profit from consultation; and (4) consultant teaming.

The Consultants' Data

The consultants used seven methods to amass data on the processes and effects of consultation in Oakland: (1) collecting documents from clients, (2) administering questionnaires, (3) interviewing clients, (4) observing in schools, (5) eliciting feedback from the Study Team, (6) coding packets of information we collected, and (7) debriefing staff meetings and consultative sessions. They self-consciously chose a multimethod strategy, assuming that when information gathered from one method agreed with information from another, they could feel justified in having more confidence in the reliability and validity of the information. Indeed, unless information was corroborated by more than one method or by more than one consultant, it was seldom used in the tentative analyses reported here.

The consultants were particularly reluctant to depend a great deal on responses to questionnaires. At the early stages of entry, for example, no alternative method of obtaining information is likely to have greater validity than that which the consultant carefully infers from observing face-to-face conversations. Objectively is no guarantee of validity, and questionnaires and interviews have shortcomings. Without adequate rapport between interveners and clients, questionnaires in particular offer an easy occasion for carelessness and dissembling. Many teachers and administrators with whom we have consulted have been badgered with questionnaires until they have become cynical about them. And, during the early days of acquaintance between client and consultant, most of these weaknesses apply to interviews and direct observations as well.

The consultnat made use of any of the seven methods they deemed appropriate to the flow of the consultation. Each consultant made use of every method as the individual judged appropriate. Thus, the consultants did not designate one of them to do all the interviewing and another to collect all documents. This flexible mode of work had the advantages of sharing the more difficult tasks and of allowing all consultants to volunteer to collect different types of data whenever they could. The disadvantage, of course, was that each person recorded data in her or his own style, and it was sometimes difficult to assemble the puzzle when each piece had been shaped by a different individual. In general, however, the benefits of "many hands making light work" seem to have outweighed the disadvantages of "too many cooks spoiling the broth" when it came to amassing data.

After the data were amassed, they had to be reduced in quantity and complexity to write the above case studies. Not every quote recorded from an interview could be analyzed, nor could every participant's response to a questionnaire be reported. Moreover, they myriad of observations and documents that had been collected had to be categorized and summarized. As with data collection procedures, procedures for reducing data were also collaborative. At least two consultants, and often 3 or 4 consultants, had the job of deciding what to include and what to summarize in each case study.

In a similar fashion, the consultants collaborated in subgroups of two to four to analyze the data for the case studies and to prepare the generalizations that are presented below. They were guided by the

two fundamental modes of inductive and deductive analysis. In carrying out inductive analyses, inferences about the dynamics of particular activities were grounded in first-hand observations. The consultants asked, "What actually happened?", "What led up to this event?", and "What occurred after the event?", etc. Their work with deductive analyses was guided by some of the concepts delineated in Chapter 1, by an extensive literature on organizational change, consultation, and urban schools summarized in Toward a Theory of Facilitating Organizational Problem Solving in Urban Schools, and by the case studies prepared by DTA's Documentation Team. The consultants asked, "How does what is happening here relate to the capacity for problem solving?", "Do the concepts and generalizations of others apply here?", and "How is what is going on similar or different from analogous processes in DTA's research sites?", etc.

In concluding our discussion of the consultants' data, a brief description of relationships between the Study Team and the Consultant Team is appropriate. Both teams had the responsibility to describe the context, processes, and effects of the consultation that was provided to the district via the DTA Project. Although there were many formal and informal face-to-face contacts between members of the two teams, they acted autonomously while collecting, analyzing, and interpreting the data. Neither team had access to the field notes prepared by the other one, nor did either team read drafts of the other's products. The readers of this manuscript are encouraged, therefore, to examine products of the Study Team to get a more complete report on the processes and effects of the consultations in Oakland.

Solutions to Convening Problems

The groups of educators with whom the consultants worked specified right from the start some convening problems that they wanted to solve. Since typically the educators viewed the problems they identified as pressing, they were energized by the hope of solving them. An early task, then, for the consultants in virtually every consultative design called both for their gaining clarity about the convening problems and for their helping school participants to sharpen their skills in problem specification and definition.

The basic technique used to define problems that were pressing was the "needs assessment" strategy. This sometimes entailed telling potential clients about the domains of convening problems with which the consultants could help and then asking school participants to assess the extent of discrepancies between their actual and ideal performance in each domain. In other instances, the consultants told the educators "stories" about some sites being studied by the Documentation Team and then asked clients, with open-ended questions, to list areas in which they could use assistance. In every case, the consultants consistently defined a problem as a discrepancy between a current state of affairs and a preferred target and school participants themselves provided all descriptions of their own situations and targets.

A number of categories of possible convening problems were developed. One list of categories that was used in several schools in the spring of 1977 had been developed from agreements about cross-site

research issues that members of the Documentation Team of the DTA were to pursue. The issues were chosen because DTA staff believed them to be closely related to a school's capacity for solving problems. Eight priority issues on that list, developed in February, 1977 were:

> Ways to build, participate in, and maintain structures for school-community governance that are collaborative,
>
> Ways to help adults be sensitive to the needs of children and to put those in high priority,
>
> Ways school administrators can support school-community problem solving,
>
> Ways to increase the involvement of parents and community people in the school,
>
> Ways to seek outside resources and to use them for projects and to change the school,
>
> Ways to help people follow through with actions that will have direct impact on children's learning,
>
> Ways to help people redefine what it means to be a competent student so as to build on children's own cultural strengths, and
>
> Ways to create and maintain varied learning environments that are responsive to the needs of a variety of children.

Another list of categories of possible convening problems was developed by the district in a planning handbook for School Instructional Strategies Councils. The handbook called for plans, and required problem solving, in the following domains:

> Building the SISC and assuming new roles,
>
> Designing interventions to improve students' achievement,
>
> Developing staff to improve instruction, and
>
> Involving parents in instruction and governance.

Atttempts to mesh and amalgamate the numerous categories of convening problems that had been observed in research sites and that had been reported by school participants in Oakland resulted in a list of three, most-often mentioned, although not always mutually exclusive, categories or domains. These were: (1) instructional improvement, (2) parent involvement, and (3) retrieval and use of resources. These three domains of convening problems are used to organize the remainder of this section. Under each domain we describe strategies and events that involved consultants and that led to--or failed to lead to--solutions to convening problems. Some of our speculations about forces that facilitated and restrained solution-seeking processes are also described, and additional speculations and tentative statements of implications appear throughout this chapter.

Instructional Improvement

Despite the fact that instructional improvement was the highest priority goal in the Superintendent's mind, and despite the fact that all schools in the district (at least the 60 schools that had been designated as pilot schools) were supposed to plan and carry out interventions to raise student achievement and to plan and carry out staff development activities to upgrade the skills of teachers, the consultants were almost never involved in this work; indeed, they saw little of it happening. The SISC at Greenwood Elementary did plan and implement new ways of grouping students for instruction in math, and the IAP at Orange Tree School did observe in classrooms and offer teachers suggestions to improve their instructional competence; but the math program at Greenwood was very

unpopular with at least a few teachers and the Orange Tree IAP left the school to become a principal elsewhere. There were, of course, many attempts made at all of the schools in which the consultants worked, but it seems fair to say that none of the new programs resulted in significant change in teacher behavior or in significant improvement in the achievement-test scores of students.

Why not? There are few clues beyond the fact that school participants viewed instructional improvement as a very worthwhile, but terribly complicated and comprehensive effort--indeed, an overwhelming one. Although administrators tried to provide direction and clarity, they had many other responsibilities to carry and had to find their place in the newly reorganized district hierarchy. SISCs in at least some of the schools tried to provide leadership, but they were always comprised of people who had other important things to do (such as teaching school all day) and who found it almost impossible to meet regularly and for long periods of time. Individual teachers tried too, but they were supposed to make simultaneous changes in how they taught reading, how they managed their classrooms and motivated students, how they alloted time to various subject matter areas, and in other behaviors as well. Even total faculties and active parent advisory groups did what they could, but more than one person said something like,

> "This is just too much. Last week we had to turn in a report on Title I to the state. Next week the Title IVC proposal is due. In the next month we must host a visit from the state's inspectors, and in the meanwhile we have all these students to teach and new Technical Task Teams are turning out new recommendations in other subject matter areas all the time."

Time--or the lack of it--was extremely important to school participants in Oakland. Their commitment to improving instruction was notable in every meeting in every way. At no time did they question their goals in regard to instructional improvement.

Lest any of these remarks sound like criticisms of the schools or the district, it is important to point out that instructional improvement is not a simple or single problem; it is, as most people in the district realistically viewed it, a multifaceted problem that requires multiple and simultaneous changes on the part of all school participants, changes that will be brought about slowly and painfully in urban schools. The teachers seemed to react haltingly more to the complexity and overload of a weighty purpose than they were to the value of the major thrust. Indeed, the importance of instructional improvement was shared by most school participants and gave facilitative energy to some of our consultations.

Parent Involvement

Finding ways for educators to work more closely with parents and for the school to work better with its community was a goal of high priority in the three elementary schools. And each school found at least one way to move in that direction. Hazelwood School found the greatest number of solutions; the creation of the Room Parents' Brigade and the use of resource people from outside the district led to creating a parent-staff task force, a style show, and plans

for a weekend workshop. Garden Grove School added to its offerings courses for community members in parent effectiveness and multicultural educational opportunities in the city; the original plan for a school-within-the-school was not completely implemented, but the new courses represented at least a small step in a new direction. Greenwood Elementary School made few changes school-wide after the workshop for teachers on parent involvement even though individual teachers planned to and, according to some tentative evidence, did interact with parents in a different way.

Differences in the success with which each school moved toward increasing the involvement of parents seem to be tied to the number of involved parents that teachers and administrators were aiming to reach. At Hazelwood, parent involvement was defined from the beginning as a broad goal that meant different parents could, should, and probably would be involved to different degrees and in different ways. At Greenwood, by contrast, parent involvement was more narrowly defined to mean parents helping students with their homework and to exclude, for the most part, parents participating in governance, management, or instruction in the school.

Differences in success also seem to be tied to the degree to which increased parent involvement was viewed as a strategy for reaching other goals. At Hazelwood, for instance, most teachers welcomed parent participation as a means to provide more kinds of services to children. At Greenwood and Garden Grove, a larger

number of teachers viewed parent involvement as an end itself, and sometimes a nuisance to be lived with rather than as a resource to accomplish something else.

Retrieval and Use of Resources

As with the set of convening problems in the domain of instructional improvement, few school participants with whom the consultants worked originally put high priority on problems in the domain of retrieving and using resources. Instead, problems with retrieving and using resources kept springing up in little and often unnoticed ways. The counselors at Orange Tree High, for example, became annoyed with uninvited visitors at their meetings, even when they knew that the visitors had information they might make use of. They solved the problem by telling the principal to stop sending visitors to their office when they were meeting. As another example, the IAPs wanted a chance to meet with area administrators and curriculum consultants, and they made their wish known to administrators in the district's office of Curriculum and Instruction. The C&I sent most of the curriculum consultants to one of the IAP seminars to solve this problem, but the IAPs and the Consultant Team were not informed that the visitors were coming and could not make use of them. The problem was eventually solved when the IAPs first discussed what they wanted from others in the district and set up evening meetings to accomplish their goals.

In short, problems in the domain of retrieving and using resources--particularly resources in the form of people and problems of finding the best time to get people together to learn from one another--were frequently faced and solved in these urban school settings.

Developing Problem-Solving Capacities

To what extent did the consultations carried out in Oakland affect the capacities of school participants to solve their school problems? In what ways were they better able to carry out self-study and diagnosis, to retrieve information, and to collaborate and mobilize for action? How did work with some of the district's pressing problems lead into improvements in institutionalized capacities for school problem solving? Those seem the most fundamental questions of this project.

We are fairly sure that while the consultants' interventions had some impact on an emerging capacity for problem solving in several schools, the results of consultations in Oakland of this past year were miniscule in relation to the task at hand. The consultants only just began to help the educators deal with their pressing convening problems. Much more data feedback, linkage, and process observation and feedback are needed before the structures of a strong problem-solving capacity can be built.

Moreover, to show that the consultants had influence on the school's capacities for problem solving would require much more time documenting future developments in the schools. Definite answers to these questions depend upon information that was not available when this manuscript was written, and definitive measures of alterations in the capacity of an urban school for problem solving require the collection of several years of longitudinal data. Since we must observe what happens as new convening problems present themselves, continued documentation in these schools for additional years would be necessary to know that consultation had had it intended effects.

In the face of these issues, the consultants built macro-designs on the assumption that a changing school would exhibit certain characteristics as it was changing. This section describes evidence that some of those characteristics were indeed present -- in varying degrees and combinations -- in each of the schools and groups with which the consultants worked. These data support the consultants' confidence that at least some changes in the direction of enhance problem-solving capacities were occuring at the target schools.

The characteristics of a completely changing school that we focused upon were: (1) the goals and diagnoses of current situations are public and shared; (2) information is rapidly exchanged and moves from senders to receivers with minimal distortion, (3) expectations for openness, influence, and support are frequently met, and (4) images of the school's problem-solving capacity as an organization are frequently talked about.

Public Goals and Diagnoses

The instructional assistant principals were the first group with whom the consultants worked that got serious about diagnosing their situation and setting their goals. In every seminar they took time to discuss how things were going for them and what more ideal organizational arrangements would look like. The Steering Committee took all these data into account as it created a list of key issues

facing IAPs; this list was made public in a meeting of the Steering Committee with Area Directors.

And by the end of the 1976-77 school year, groups in two of the schools that received consultations had made plans for what they would do the next year and had made some effort to announce their plans to others. At Orange Tree High, the counselors' plans included periodic evaluation and revision of their program, joining with teachers to create a school-renewal team, working together to tighten their group procedures, and communicating more clearly than in the past with teachers. At Hazelwood Elementary, the Parent-Teacher Task Force was planning a workshop or retreat in the fall to which all teachers and parents would be invited to participate in school-wide problem solving.

By contrast, while members of the Garden Grove School were planning for a parent involvement program for next year, most of the Garden Grove staff and most school participants at Greenwood School were not talking much about problems to be solved in the future. In both schools, the educators were only somewhat clearer than they had been at the beginning of the year about what was going on at their school and what they wanted to accomplish.

In addition to differences in the amount of planning that was characteristic of the schools, there was also a qualitative difference in the way people in the four schools talked about problems in the future. The counselors at Orange Tree and the Task Force members at Hazelwood were genuinely excited about their future and eager to solve

their newly identified problems. There was more pessimism and boredom evident at Garden Grove and Greenwood. Few staff members at these latter two schools exuded the sorts of optimism shown by educators and others at the former two schools.

It is impossible to infer cause and effect relationships between the existence of public plans to reach common goals or to overcome commonly perceived problems and the frequency or manner in which people talk about their problems, but it does seem reasonable that frequent discussions, coupled with some degree of enthusiasm and confidence, will be tied to public plans more often than will infrequent discussions of problems coupled with pessimism and ennui.

Rapid, Distortion-free Information Exchange

By the end of the year, all groups with which the consultants had intervened were exhibiting skills in exchanging information rapidly with minimal distortion. At Garden Grove, for example, the mere fact that so many teachers came to the Parent-Teacher Workshop and that all parts of the complex design were "pulled off" indicates that a lot of logistical information had been exchanged with a high amount of accuracy. No one in attendance complained that they did not know what was going on or what was going to happen next, because information on those topics was given orally, in print, and repeatedly.

At Greenwood Elementary, the series of events that led the principal and some teachers to review case studies from sites in which DTA was conducting research is another example of rapid and distortion-free communication. In a short period of time they read large amounts of information, told each other what they had read, and discussed what they thought about it.

On another front, a representative Steering Committee of the IAPs had shown that they could listen to what their colleagues had to say to area administrators, collect and amass systematic data from them, and deliver those messages to Area Superintendents with their intent and substance intact. Those messages not only were delivered swiftly and accurately, they were also communicated by caring and concerned colleagues. Not a single person in the district with whom the consultants talked could recall any instance of communication of difficult problem areas between area administrators and assistant administrators in schools that had been initiated by the school people. To be sure, lots of information about problems -- most of it written -- flowed from area offices to schools and landed on the desks of IAPs and AAPs, but it was a rare event indeed for information to flow from the bottom of the hierarchy upwards.

Expectations for Openness, Influence, and Support

Few things brought more smiles to the faces of the consultants than the occasions on which school participants said and got what they wanted in the way of candid feedback, influence, and comfort. And there were at least a few occasions when the consultants smiled a lot! In September, for example, teachers at Greenwood who had almost come to blows in the faculty lounge the previous year sat down in the same group and offered each other advice on ways to work with Spanish-speaking parents. Comments from all 30 teachers who attended the workshop indicated that they were pleased to see people working together and that so many ideas had been shared.

At Orange Tree High, the consultants arranged for the counselors to tell the principal what he did that was helpful and unhelpful to them. The counselors did not propose the feedback and confrontation on their own; in fact they expected that such a session would come to naught becaused they perceived that the principal really wanted their program to fail. So strong, in fact, were their expectations that they had difficulty believing the principal when he told them that their plans were OK with him. While some counselors doubted the principal's sincerity, the session was nevertheless an invigorating one for the counselors. At its close some pessimism about the principal's "really meaning it" remained, but there was a growing optimism that change was possible. Their confidence that the consultants wanted to be helpful to them also increased.

Perhaps the most outstanding instances of openness, shared influence, and support occurred among the IAPs. Their workshops and series of seminars gave rise to considerable sharing of problems and strategies, feelings of power in relation to the central office, and a high degree of cohesiveness. With the emergence of several teams of administrators in junior highs, the IAPs and their colleagues were forming strong and psychologically supportive teams.

But there were few examples of occasions in which school participants could have expected -- without setting themselves up for disappointment -- to receive candid feedback, a chance to influence a decision, or emotional support from each other. Given

strong traditions of independent and autonomous actions on the part of people in schools, changes in the direction of synergistic collaboration and mobilization for action seem to come about slowly.

Images of Organizational Capacity

The consultants predicted that they would rarely find examples of school participants talking about their school's capacity to solve problems. After all, reasoned the consultants, most people in schools rely upon conceptual maps that place a lot of emphasis on understanding the psychology of individuals, and almost never suggest the importance of paying attention to organizational variables. Teachers and administrators who struggle valiantly to individualize instruction to meet the needs of children seem to find it particularly difficult to see the dynamics of groups and the structures of organizations as important matters to consider.

Except for some of the IAPs who did concern themselves from time to time with organizational issues in their schools, few of the educators in the client schools had any reason or occasion to talk about organizational problem solving. The reviewers of case studies at Greenwood school enjoyed the opportunity to learn about organizational issues at other schools, but had difficulty seeing ways that they could apply the "lessons" in their individual work. Of course that is the point; to the degree that organizational capacities do not exist in schools--and they apparently do so only rarely and weakly--there is precious little for school participants to discuss. Only after they have "learned by doing"--that is, only after they have participated in an effort to study their organization, to retrieve resources for their organization, or to work together and accomplish some organizational goal--do school participants have something that is real and important to them to talk about.

Contracts with Clients

The overall sequence of a comprehensive consultation to improve a school's problem-solving capacity includes the stages of contract building, intervening (including designing and implementing), and evaluating. What happens during the first of these can of course foreshadow much of what is to come. Indeed, if a consultative effort is to be built on a solid base of support, it is necessary to gain at least a verbal commitment to the enterprise from the key groups that will be participating in it. Such an initial commitment represents at least an embryonic contract between the consultants and the clients.

Contract-building within a project such as DTA is particularly complex, both because of the myriad of interests within the project and because of the complexities of the client school system. Our lessons and implications derived from contract-building between the Eugene-Oakland team and school participants in Oakland can be grouped into four categories: (1) context of contracts, (2) parties to contracts, (3) content of contracts, and (4) forms that contracts take.

Context of Contracts

On the surface, establishing a contract between a helper and a person requesting help appears straightforward. Without much ado, a patient can schedule an appointment with a dentist or conversely, a teacher can arrange to give special help to a student. Yet even in very straightforward contract building involving only one helper and one client, there are relevant contextual factors that must be

taken into account. People don't as a rule call for dental appointments in the middle of the night and teachers don't typically offer to help students when they are embroiled in a faculty meeting.

The consultants learned that contextual issues become much more salient and crucial when contracts are to be the outcomes between groups of people and that it is extremely difficult for teams of consultants who are embedded in a complex R & D project to make contracts with complex school organizations that are embedded in rapidly changing urban school school districts.

The consultants found that at least three forces strongly affected contract building in Oakland: (1) the amount of time that would elapse between parts of the consultation; (2) complexities of the superintendent's mission,and (3) the complex social structure of the DTA project. Timing and spacing became particularly salient, to give two examples, when consultants started in the spring of 1976 to build contracts for interventions that would begin the next school year and when one very brief meeting between the local facilitator and a principal occured just four working days before the consultants were expected to deliver a workshop on math for some teachers. The complexities of the Superintendent's mission had numerous effects. To give only one example, they led district administrators from the C & I department to press the consultants to stay within the "mainstream" of the district's goals by contracting directly with the district's ISC and TTTs on matters of curriculum and instruction. Complexities within DTA--especially relationships of the consultants to the Documentation and Study Teams--had to be explained repeatedly to school participants. The implication or lesson here was, of course, that

consultants must continously diagnose forces that are impinging on their efforts or limiting their degrees of freedom, remaining ever alert to the ways today's events are different from what was happening the last time.

Parties to Contracts

Contracts can be built by different parties: "A" can agree to help "B" or "A" can agree with "B" to help "C." As often as possible, the Consultant Team preferred to forge agreements directly with the school participants to be helped. In the case of the consultation at Garden Grove, for example, the Team tried to make certain that plans made with teachers on a Steering Committee to involve the whole faculty in a workshop were presented to the faculty in time to seek their concurrence with the plans and their recommendations.

The Team was not always able to make a contract with a client group without working through a third party. The case of Orange Tree High's counselors is a fine example of how the Consultant Team's contract with a single administrator gave access to counselors' meetings until, on their own, the counselors agreed to future interactions. And once at Greenwood, the Team contracted with the principal to help teachers with math when teachers did not agree they needed help and did not know that the Team would help them. Challenging comments in the first ten minutes of the ensuing session indicated a non-existent contract between the Team and the teachers; an unproductive event followed.

Because administrators typically exercise control over access to staff development activities and because most people in the district saw the Team's consultative efforts as a form of staff development, it was necessary to get the site administrators' approval before contracts could become operational. A lesson supported by the consultants' experiences at both Greenwood and Garden Grove, however, was that a contract with an administrator--although necessary--is not a sufficient precursor to establishing contracts with others in the school.

The Content of Contracts

Some contracts, such as the one for the staff and parent workshop at Garden Grove, were very explicit and all-inclusive. Before conducting the workshop, the Team had reached agreements with the principal about a place, time, agenda, food, speakers, documentation, etc. About the only thing at that event that had not been explicitly agreed to was who would pay for the flowers that the school gave to resource people at the event. Other contracts were almost devoid of content; except for knowing when and where to meet, the consultants and school participants had no other agreements as in contracts for the first meetings between one consultant and the newly-hired Communicty Coordinator at Hazelwood.

The consultants learned to match the degree of inclusiveness and detail in contracts with the degree to which resources would be expended and exchanged to fulfill them and to be very specific when promising to

deliver tangible products. Members of the consultant team made a big point of describing in most initial meetings how the DTA project was ammassing photos and slides of schools that researchers were documenting. Many clients inferred that they would get to see the slides and some even thought that they would get copies of slides from other schools or that the team would take slides and photos in their school. Although the consultants never promised to deliver a certain number of slides by a certain date, the expectation on the part of school participants was nonetheless often there.

The Form of Contracts

Contracts may take the forms of elaborate legal documents, short memoranda recording agreements reached over the phone or in a meeting, or oral commitments. The consultant team used all three forms.

As an example of using legal documents, the Team worked on a subcontract that the University of Oregon's Center for Educational Policy and Management had with the Center for New Schools, an organization that in turn had negotiated a contract with the School Capacity for Problem Solving Group of the National Institute of Education. Both the subcontract and the contract were legally binding and specified the services and products to be produced in exchange for funding.

In the consultant team's subcontract was the agreement to deliver a "Memorandum of Understanding" signed by the consultant team director and key administrators in the school district; a memorandum that as of the time this manuscript was written in May 1977 had not been signed. At different

times--beginning in November, 1975--the Team drafted memoranda with the intent of having them signed by the Superintendent or her designees in the district. The first draft was written before the original local facilitator was hired and therefore had to be revised. The second draft, written in the spring of 1976, specified a close working relationship between the consultants and the district's ISC project. Its provisions were acceptable to both parties, with the important exception that the ISC co-chairs wanted it to remain in effect for the 1976-77 school year and the consultants wanted a new contract for the new year that specified greater access to schools and less work with district groups. The debate continued off and on by phone and in meetings until January 1977, at which time the consultants agreed among themselves to let the matter drop. Things were going well for them in the district, (e.g., the new local facilitators had an office and a phone, the team was working in schools) and to press the matter of a signed document would have raised old issues and disagreements once more. In addition, the Study Team was trying to negotiate with district personnel for permission to document meetings without having to release their raw notes to the district. Those negotiations had "taken the heat off" the consultants and they didn't want to press their luck.

In general, however, most contracts took the form of oral agreements. Some of the more important agreements were written down and circulated to all parties, as at Orange Tree, but that was a rare practice. The files contain less than ten letters that include words such as, "As we agreed at our last meeting... (or over the phone...)."

One implication of the consultants' experience is that negotiating carefully written and legally-binding contracts is necessary when dollars are to be exchanged, but that it is not a helpful process--indeed, it can be a very time-consuming and frustrating one--when one party is not free to promise or does not want to promise what the other party wants. The consultant team, by virtue of its agreements with its funders, was supposed to work in schools and could not, in good faith, agree to continue work with directors of a district-wide project who put low priority on work in schools.

Another implication is that contract building is an emergent and continuing process that cannot be assumed to conclude just because a piece of paper is signed or someone agrees to do something over the phone. Even when the team had reached agreements with clients about what would happen at a given event long in advance, key parties met and negotiated details right up to the last minute. This mode of work--considering contract building as a continuous process--worked well for the consultants since school administrators and some other school participants seem to prefer working this way.

Intervention Processes

Interactions involving the Eugene-Oakland Consulting Team and various educators in Oakland were, in the main, aimed at facilitating two levels of problem-solving behavior. The more concrete level of intervention concerned the convening problems of school participants; they had to do with the most pressing and immediate concerns of Oakland educators such as, for example, getting an effective school-based Instructional Strategies Council off the ground. The less concrete level of intervention concerned the school's problem-solving capacity, or the institutional capability for continuous problem solving. As we showed in previous sections of this chapter, while in a year's time quite a few pressing problems were solved, movement toward building a capacity for problem solving was at best initiated and only embryonic, at least in terms of the consultants' definition. Here we offer a few generalizations about our interventions that are supported by the data and which point the way to future attempts at delivering consultation in schools.

To highlight a few key points, we have arranged our comments in four clusters. The first cluster considers lessons the consultants learned about the techniques of data feedback to stimulate problem solving. The second cluster considers the use of linkage between research and practice as an intervention process--an intervention strategy of particular interest in DTA. The third cluster focuses on interventions that take the form of process observation and consultation. The final cluster of implications deals with tailoring eclectric designs for consultation involving the first three types of interventions to facilitate the two levels of problem solving in particular groups within the school.

Data Feedback

Interventions that use the techniques of data feedback assume that collaborative functioning can be enhanced and problem solving can be heightened if the school participants share a common understanding of what actually is happening in the school, what they think ought to be happening, and which proposals will move the school from where it is to where it wants to be. Given that view, consultants collect information about discrepancies between the school's actual and ideal performance on a number of dimensions and then present the information in the form of both oral and written feedback to the school participants. The consultants (1) collect the data, (2) organize the data for feedback, (3) create the behavioral setting in which feedback will occur, (4) present the feedback and help educators identify discrepancies around which problem solving will subsequently occur, and (5) facilitate the actual problem-solving effort.

Data-feedback interventions are intended to provide models of structures, norms, and procedures for self-diagnosis and monitoring. They are based on a rather simple principle -- don't tell or interpret for school participants what you can get them to tell or interpret for themselves. Consultants model and help school participants try out new diagnostic and monitoring methods to insure that goals and diagnoses become public and shared and that, ultimately, the school will develop its own norms, procedures, and structures for self-study. The internalization of such a set of norms, procedures, and structures in a school is an integral part of the school's capacity for problem solving.

One clear example of the consultants' use of data feedback took place in their work with the counselors of Orange Tree High School. A sheaf of information systematically collected through logging a series of observations during early October was summarized in a written report that was sent to the counselors two weeks after the observations were made. Three face-to-face meetings during the following six weeks provided the consultative settings in which the consultants clarified the data and the counselors discussed -- sometimes defensively and sometimes productively -- discrepancies between the real and ideal operation of their program. While the problem-solving process had commenced at that point, it was not until the middle of December that counselors began to plan together to take specific actions to reduce some of the discrepancies. The consultants found that it was only after the counselors came to public agreement about discrepancies between their goals and situation that they could plan proposals to get them where they wanted to go.

The consultants also employed data feedback techniques in their work with administrators. After the IAPs had met four times, many of them saw the potential profit in taking their problems to their principals and central office administrators for problem solving. They decided -- with the help of the consultants -- to collect data from all IAPs about their problems and to sift through those data until a sharpened summary of critical issues could be brought to other administrators in the district. That process took several months to work out but, as we have noted, it did have a favorable impact on the problem-solving capabilities of the Oakland administrators.

Both of those DTA examples--and a host of other experiences we have had--lead us to conclude that data feedback interventions take a long time and consume high amounts of energy. Collecting accurate and important data, analyzing data to find significant discrepancies, reducing defensiveness and confusion about discrepancies, and moving participants into collaborative planning are activities that must be done with care and caring on the part of consultants. Too often, we think, educators expect results from actions taken to come too quickly; they lack norms that support patience and perseverance in problem solving. Data feedback, if properly executed and given enough time, can be very powerful.

Linkage

Helping school participants to retrieve useful information from outside the school and then to make use of it as an integral feature of the school's operation can be a powerful intervention for change. The consultants have referred to this strategy simply as linkage. In general, the consultants explored two varieties of linkage. On the one hand, they sought to raise the consciousness of school participants about the existence of problems by putting them in touch with educational innovations in DTA's research sites and elsewhere. On the other hand, they sought to link school participants with information that could be critical and relevant to finding solutions to problems they recognized. Linkage of either type is intended to provide models of structures, norms, and procedures for connecting knowledge producers with potential knowledge users. Consultants model and help school par-

ticipants try out new methods to insure that information is rapidly retrieved with minimal distortion and that, ultimately, the school will develop its own norms, structures, and procedures for proactive retrieval of sources. When a school has the organizational skill for tapping into relevant information outside itself, an important part of a problem-solving capacity exists.

We should pause to note the similarities and differences between data feedback and linkage. Both of these strategies aim to raise the problem-solving capabilities of school participants. Both place a value of information--on the open flow of and the rational use of information. Both can deal directly with the pressing problems of urban schools, and both are components of an institutionalized capacity for problem solving. They differ primarily in the emphasis they place on the locus of information. In data feedback, the information for problem solving comes from inside the school; the consultants act like a mirror. Linkage, in contrast, emphasizes outside resources as the locus of information and the consultants act more like a bridge.

By way of consciousness raising, the consultants used information from most of DTA's research sites. Some inputs were delivered in the form of two-to-four-page written descriptions. For example, at Garden Grove, where parent involvement was a primary target, the consultants offered several alternative directions through handouts entitled "How to Develop and Effective Neighborhood School Board" and "How to Help Parents Become Tutors of Students." The consultants also presented a large picture gallery showing a variety of ways parents and teachers can pull together to improve the school's

instructional program. Along with displaying the picture gallery in a prominent place in the school for a few weeks, the consultants developed and used a slide show presentation at meetings of the faculty and parent-teacher organization to depict alternative types of parent-teacher involvement and the potential benefits and debits of each. The handouts, picture gallery, and slide show were presented early in the consultants' relationship with members of the school planning team (made up of teachers and parents), with the principal, with occasional meetings of the entire staff, and in a large meeting of parents and teachers that was especially designed to introduce alternative ideas about parent-teacher involvement for instructional improvement.

Those consciousness-raising activities were aimed at expanding the repertoire of possibilities for the school. The spirit of the offerings was -- "different types of parent-teacher cooperation are possible; different activities in relation to parent-teacher cooperation actually take place in schools; what might these programs mean for us at our school, given our particular context?"

Beyond consciousness raising, the second function of linkage was to make available information that would be integral to the problem-solving process itself. Information was sought and retrieved after the school participants had defined their targets and were searching for specific tips on how to move toward them. Specific and technical information was often presented to tell the school participants what they might do, how they might proceed, and how to overcome obstacles they might run into.

For example, after raising the consciousness of some principals and instructional assistant principals about the importance of their becoming management teams to do problem solving together in their schools, the consultants offered a diagnostic questionnaire they had developed out of empirical analyses of DTA's research sites to help the administrators establish plans for team building. A questionnaire entitled, "Diagnosing Our Team's Effectiveness in Problem Solving" was produced and used to kick off a 15-hour team-building workshop.

Other examples of linkage interventions designed to aid problem solving are those included in the case studies of Hazelwood and Garden Grove elementary schools. Consultants to both schools arranged for events at which school participants could talk with resource people from an elementary school in a Midwest urban city about a program for parent participation and raising students' achievement. The resource people met with school participants to show materials and tell about events in their model program.

The results at Hazelwood School were creating a new task force on parent participation, carrying out a style show, considering a weekend workshop for parents and teachers, and stimulating new beliefs on the part of school participants that parents would come out for events and were interested in the school. The results at Garden Grove were less dramatic; no plans were made -- at least immediately -- to do anything differently because of the resource people's presentation.

An important generalization that can be drawn from that array of examples is that linkage should be tailored very carefully to the

school's skill in stating clear and limited goals for itself. Agreement on a limited number of goals for a linkage event at Hazelwood preceeded coming to clear agreements about what to do with what was learned. Lack of clarity and agreement about goals for the Parent-Teacher Workshop at Garden Grove made it necessary to consider the linkage event only as an attempt to raise the awareness of at least a few people.

Process Observation and Consultation

In process observation and feedback, the consultants try to help school participants see their problems during the time they are working together on real tasks. The school participants work on their regular agenda of convening tasks and the consultants carefully observe, provide time for practicing new behaviors on-the-job, and encourage discussion of how group members are working together. Those discussions -- often called debriefings -- are used to specify problems and to commence problem solving. This type of intervention provides models of structures, norms, and procedures for collaboration and synergistic mobilization for action. Consultants serve as models and help school participants try out new ways of working together to insure that expectations for openness, influence, and support are met. In the long run, the intent of process observation and consultation is to help the school develop its own norms, structures, and procedures for collaboration and its own capacity for problem solving.

Examples of process observation and consultation were reported in the case studies of consultations at Orange Tree High School, at Garden Grove Elementary School, and with teams of administrators from junior high schools. In each intervention, the

consultants paid careful attention to processes being used for planning and in meetings and immediately reported their observations to participants. At times the consultants taught meeting skills (e.g., keeping a written record of decisions, letting everyone contribute to the agenda by surveying, and rotating the role of convener or chairperson) that were used by successful teams in DTA's research sites. In addition to reporting observations and teaching new procedures, the consultants urged school participants to make explicit agreements about the way their meetings should be conducted and their planning proceed. Encouragement and compliments for sticking to agreements were offered as school participants tried out their new procedures for the first time.

The consultants observed that interventions in urban schools can effectively start with attention to planning and meeting processes, since planning events and formal meetings are often extremely unsatisfying to school participants and can be improved dramatically by introducing a few easily learned procedures. By contrast, although processes such as interpersonal communication, influence, leadership, and conflict management are visible in meetings and can receive attention as they become salient, they are also processes that go on outside the planning events and meetings as well as in them and are therefore not easily improved without training and consultation on a day-by-day schedule.

Tailoring Eclectric Designs for Particular Groups

Each of the above three varieties of intervention can aid the specification of problems and the creation of solutions. Each gives rise to

problem solving. Problems are specified within a data feedback design by the consultants' imposing considerable structure on the data that have been collected. In linkage, the consultants try either to pick outside information to bring a problem into consciousness within a school or to use the information at a strategic time during the problem solving process itself. In process observation feedback, the consultants try to help school participants recognize and deal with their problems at the very time they are working together on a real task. All three interventions have the purposes of strengthening the norms, structures, and procedures that constitute a school's problem-solving capacity.

But an overall strategy for building a total and integrated organizational capacity requires more than carrying out the three kinds of interventions. A macro-strategy also requires attention to integrating and sequencing interventions to change the school's image of itself as an organization with a capacity for problem solving. That calls for the creating of tailored, eclectic designs for school consultations. In addition, a macro-strategy requires attention to the nature of the group or groups to whom consultation will be delivered.

When choosing groups to work with, the consultants kept in mind the power of intervening with subsystems of the school instead of working with miscellaneous collections of school participants. The consultants believed that though individuals could become more capable

as their group gained a capacity for problem solving, the converse--an enhanced capacity for the group because individuals became more capable--would not usually occur.

The consultants also sought to work with one or more subgroups in the school that were ready to profit from consultation and that were important and legitimate groups to tackle school-wide problems. Consultants therefore spent a great deal of time at Garden Grove School and in their work with IAPs with members of representative steering committees and at Greenwood, Hazelwood, and Orange Tree schools with administrators whom the superintendent had designated as having authority and responsibility to improve instruction. In each intervention the consultants took a "hands off" stance toward those participants who expressed no interest in working with the consultants or on school-wide issues.

Although focusing on important and ready groups of school participants had its limitations--at least in part because the most ready and important groups are often the busiest -- it also had its benefits. None of the interventions "fizzled" and some gains were made in each. Although the consultants were not ready to generalize that theirs was the only way or the best way for consultants to work in schools, they did learn that it was possible to produce desired outcomes by working with intact groups that were ready to profit from consultation and that had legitimacy to tackle school-wide problems.

Readiness for Consultation

Differences in the impact of various consultations to enhance school problem solving cannot be explained solely by variations in the amount or kind of consultation that has been provided. There is experience among consultants that suggests the importance of organizational readiness, those interrelated social-psychological conditions in the school that interact with the design of the intervention to make desirable effects more or less possible. This point of view argues that school districts and schools will be more likely to capitalize on consultative efforts for change if some beneficial conditions of readiness are present. On the other hand, if weak signs of readiness appear in large numbers during the first stages of the consultation, both the school participants and the consultant team may be wasting their time; indeed, becoming involved in a change effort might even have detrimental effects in a school with weak readiness.

Hypotheses about readiness often emerge after the intervention has been completed as part of an effort to understand why the consultation did or did not produce its intended effects. At times like this, one can hear hypotheses bantered about such as, "If the central office had been more generous with released time for the teachers and had given the school more autonomy to move in its own directions, things would have gone better." The number of hypotheses that have been dreamed up about readiness is probably infinite.

However, only a few hypotheses about readiness to profit from consultation to produce a capacity for problem solving in schools have been systematically tested. Some research, including that done by the Rand Corporation in its study of change-agent projects and by the Program on Strategies of Organizational Change at the Center for Educational Policy and Management, has produced enough data to suggest several reasonable hypotheses about organizational readiness. Relevant research is summarized and referenced in this manuscript's companion document, Toward a Theory of Facilitating Problem Solving in Urban Schools. Some of the hypotheses refer to the abilities and motivations of school participants; for example, if school participants feel powerless to bring about change, if they are unable or unwilling to provide resources for change, or if they seek consultants to strengthen their own positions in internal power struggles, they are unlikely to undertake an organizational change effort or to see it through to the end. Other hypotheses attribute the cause of minimal change to the fact that educators rarely work together or meet regularly to discuss their common concerns. The inability to visualize advantages of changing or to be clear and in agreement about the goals for change may also be described as conditions of low readiness. Still other hypotheses suggest the importance of a close relationship between the school and its community that allows and encourages two-way interaction and of a history of having attempted change successfully in the past as prerequisites to profit from consultation.

Many of the hypotheses described above were observed to hold true in Oakland, but the Eugene-Oakland Team observed that the following five variables seemed to be the most important aspects of readiness in their consultations: (1) the degree to which the leader was committed to change and had the allegiance of some followers; (2) the degree to which school participants expected to collaborate and had the skills to do so; (3) the degree to which school participants expected differences to emerge and had the skills to express their differences; (4) the degree to which school participants were willing and able to make time for problem solving and change, and (5) the degree to which there was consensus among school participants about the means and ends of change efforts.

Leader's Commitment and Followers' Allegiance

The case studies reported in Chapter 2 lent substantial support to the generalization that the presence of strong leaders who are committed to change and who have rapport with their followers is a fundamental readiness factor. The dynamic and supportive Instructional Assistant Principal at Orange Tree High, the enthusiastic and energetic parent leader at Garden Grove Elementary, and the concerned Superintendent who would do anything to improve instruction and promote gains in student achievement contributed their time, charisma, and influence to help things along. To a person, they were respected by many other key participants. The hesitancy on the part of the Principal at

Greenwood Elementary and the subsequently small intervention in her school lend support to the generalization. Another case in point was the Principal of Garden Grove, who lacked both a commitment for structural change and the respect and rapport of many of her teachers. Consequently, readiness for change was very low at Garden Grove and the consultation proceeded very slowly.

Expectations and Skill for Collaboration

Had expectations and skill for collaboration been the only dimension of readiness looked at by the consultants, conditions in the client schools in the fall of 1976 would have led to predictions of no change. Only very rarely in the schools did clusters of people meet regularly, productively, visibly, or even informally to work on joint projects. But intervention activities in all four schools helped the consultants learn that movement toward new organizational structures is easier when people experiment with working together and desire to improve their skills of collaboration. Experiments in working together, such as those engaged in by the Room Parent's Brigade at Hazelwood Elementary and the counselors at Orange Tree High, were immediately satisfying to those participants and led them to gain skill and the expectation of working together again. In addition, each cluster made its interdependence and satisfaction public and provided a model that others could emulate.

Expectations and Skills for Expressing Variety

Information presented in Chapter 2 also supports the generalization that a prior condition in which school participants are willing to discuss

the variety of ideas and feelings they hold must exist or should be built before change is possible. For example, the Planning Team comprised of some teachers from Garden Grove Elementary and members of the Consultant Team went back to the drawing boards and produced a totally new plan for the parent-teacher conference after other teachers openly and candidly said what they thought about the original plan. The new plan "worked"--in the sense that teachers came to the workshop--in a way that the unacceptable old plan would not have. A converse example, the workshop on math for teachers at Greenwood Elementary was preceded by a planning process in which the principal did not expect--or allow--teachers to express their diverse wishes and needs.

Willingness and Ability to Make Time for Change

The expectations and skills to express differences are closely connected to other dimensions of readiness; namely, to expectations and skill for collaboration and the staff's willingness to make time for change. Expressing differences precedes change, but if people have to (or want to) collaborate with each other, they must be willing to commit time to uncovering and managing conflicts that their differences represent. Unless time is available, urges to work together and to express differences may collide.

The importance of this dimension of readiness was underscored in two case studies. At Orange Tree High, the consultants came to realize that the counselors had no conception of the amount of time they would have to give to the consultation and to attendent assignments; one counselor

suggested that it should take no more than one and half hours to build their program. As long as counselors held on to the notion that significant change could happen quickly, the intervention stalled. Only after the consultants repeatedly demonstrated that they were willing to keep coming back and repeatedly said that they were neither shocked nor displeased with the apparent slowness of progress, did the counselors accept the investment of time that would be required of them. They indicated their acceptance and readiness in January when, instead of ending their meeting when the clock said it was time to go, they continued until they had disposed of their agenda.

This generalization was further supported in the case study of work done with the IAPs. The subgroup of IAPs that was willing to invest extra time to serve on the Steering Committee became leaders in the workshops. Other IAPs, who either assumed that they didn't have to change or who didn't make time to attend all the workshops, dropped out before they had a chance to profit from the training.

Consensus about the Means and Ends of Change

A generalization for which there is some support in the case studies is that if a fair number of school participants can agree about where they are headed and how they will get there, the likelihood of successful progress is greater than when only one or a few school participants are involved in deciding about the means and ends of change. Evidence that supports this generalization is found in the case study of Hazelwood

Elementary School where the principal, assistant principal, special projects coordinator, parent coordinator and members of the Room Parent's Brigade all agreed to invite the outside resource persons to their school. Contrary events that also support this generalization is found in the case study of Greenwood Elementary School where the principal, without consulting with teachers and parents or with her assistant principal, set up two events that were "dead ends."

The generalization includes the ambiguous term, "fair number" to indicate that it need not always be a majority of potential participants. In the case study of IAP Seminars, for example, a group of six elected representatives, the Steeering Committee, made many decisions that their peers went along with.

Consultant Teaming

Throughout this manuscript we have referred often to the existence of our consulting team and have commented on how team members differentiated and integrated their respective efforts. In this section we summarize our reflections on the nature of our teaming, highlighting both what we perceive to be the strengths of our strategy and some of the issues we faced. Since teaming was both the vehicle through which we attempted to build our own problem-solving capacity for facilitating the problem solving of others and through which individual team members developed their skills as consultants, we have organized our comments under the general headings of teaming for facilitating problem solving and teaming for professional development.

Teaming for Facilitating Problem Solving

The team's structure and processes were designed to make possible systematic diagnosis, proactive retrieval, collaboration, and an awareness of the team's problem-solving capacity, all in relation to facilitating problem solving in the target schools.

Systematic diagnosis. The basic structure for systematically diagnosing current states of affairs and identifying desired targets was the team meeting. Members met together in various groupings almost daily, most often in subgroups of two or three that operated without an agenda or a designated convener. The entire team met only on three occasions--once for two days in October, once for a day in January, and once for an

hour before the major workshop at Garden Grove School in late February. The Eugene-based consultants met nearly every week for at least one to two hours.

The diagnostic procedure was largely a verbal one in which one person described what she or he had observed and sought corroborating or disconfirming evidence from others by asking a question such as "Did anyone else see it that way?" or "Are we agreed that the objectives should be X, Y, and Z?" Others responded verbally.

Occasionally someone provided written information as when responses to questionnaires used with school participants were summarized on newsprint and then discussed by team members. The process through which this manuscript was prepared allowed team members another important opportunity to describe diagnoses and intervention targets in writing and to seek written corroboration or correction from others on the team.

By and large the structure and processes used for systematic diagnosis provided team members with the information they needed to proceed and presented no difficult issues to be resolved. Goals and understandings of the current situation were made public and agreed to at regular intervals and far enough in advance to shape decisions about actions to take.

However, notable exceptions to this general state of affairs did occur on a few occasions. Team members agreed that they did a less than adequate job of including the Oakland-based facilitators in discussions and that information about events or turns of events in Oakland was particularly hard to get far enough in advance to influence action. There are several examples in the case studies of instances when the consultants arrived at a school to participate in a meeting that had been cancelled or moved or changed to include more or different people.

Proactive retrieval. The team placed high value on retrieving information and human resources both to raise its awareness of possibilities and to inform its decisions about designs and tactics. In fact, it seems fair to say that the team put at least as much emphasis on linkage as on consultation. Within the context of the DTA project this emphasis on proactive retrieval was expected and rewarded.

In contrast to the structure used for systematic diagnosis, the most common structure for proactive retrieval was individual action. Someone would suggest that the team needed to know more about a particular topic--the ways in which parents could be involved in a school, for example--and a team member would volunteer to search for the information and prepare a memo, paper, or script. Copies of the summary of information and a description of the sources used would then be circulated among team members for reaction and feedback.

The lion's share of searching through written information prepared by the Documentation Team of DTA fell to one team member who called himself "The Transducer." This team member had been one of four Research Coordinators in the DTA Project until the summer of 1976 when project staff were reorganized and had coordinated data collection at three of the nine research sites. Because another of his duties until the summer of 1976 had been to supervise the coding of data from all nine sites, he had far more knowledge of the data from the Documentation Team than anyone else on the Eugene-Oakland team.

He did not do all the searching by himself however. As often as he poured over computer printouts, interviewed a member of the Documentation team, or tracked down an article or book, he served as a reference librarian, providing materials for others to read or suggesting names of people who could be contacted.

The major outcome of proactive-retrieval activities was the team's conceptual paper, Toward a Theory of Facilitating Problem-Solving in Urban Schools. That 125-page paper is accompanied by a 125-page annotated bibliography of sources that were read and reviewed by one or more team members. And of course, all the written and visual materials described in the case studies were the result of proactive retrieval on the part of some team members.

Most of the time, team members found workable procedures to insure rapid and distortion-free exchange of information; deadlines were met and no one was heard to say, "You retrieved the wrong information" or "Your conclusions are not supported by the data." Team members are justifiably proud of the amount and quality of work they did to derive "lessons" from DTA's data base.

But all was not rosy. Team members experienced considerable frustration at times over the slowness with which DTA's data-management system was built and functioned and the fact that copies of slides and photographs from the research sites did not arrive until October of 1976 when the majority of them had been collected nine months previously in Chicago. Members of DTA's Documentation Team who were eager to influence the direction of consultations shared in this frustration.

A key issue that has not yet been resolved (and probably never will be) concerns the quality and form of DTA's data base. For example, the nine research sites were selected by the NIE before the DTA Project began and were all operative before any data were collected. As a result, the data of the Documentation Team contain little information about how to start a project; information that would have been particularly valuable to the consultants in working with the Oakland schools. And the data that do exist have been recorded in "bits", each "bit" including one or a few sentences about some part of an "event" and some numerical codes that represent actors and content. A search for information about counselors' roles in facilitating problem solving in high schools, for example, turned up nearly 100 pages of "bits" from one of the research sites--"bits" that were selected from among thousands by the computer and that did not tell a coherent "story" or suggest--except very indirectly--any action that the consultants might take in their work at Orange Tree School. Nonetheless, in the spirit of the DTA as a grand pilot venture at linking research and consultation, the consultants and their colleagues in the Documentation Team kept making serious efforts to enhance and work with the quality and form of the data from the nine sites.

Collaborative action. In the Hood River, Oregon newspaper on July 5, 1976 there appeared a picture taken at the annual 8-mile run between Odell and Hood River. Among the dozen or so people who were photographed as they left the starting line, two men clearly stood out for the slogan on their identical T-shirts: "DTA Striders." And that acronym did not stand for the Duck Track Association.

That picture says as well as anything what our team has tried so hard to build--achievement and comraderie, action and collaboration. Through norms in support of openness, dispersed influence, and emotional support and through a structure that involved forming smaller subgroups to accomplish specific tasks, the team clearly succeeded with collaborative action.

Of course there have been times when team members experienced failure and alienation--when an opportunity to help at a school was missed or botched, when conflicting personal styles or preferences caused tears, feelings of rejection, and angry words. At those instances when it was hard to describe the team as a model of collaborative action, it was usually easy to connect the cause to the fact that seven team members lived in Eugene and two team members lived, and all client schools were located in Oakland. The constraint of distance, for example, made it necessary to conduct some business by telephone and without the benefit of having the non-verbal cues that enrich human communication. For another example, Eugene-based consultants stayed in motels where they could not entertain their Oakland colleagues and lived with a schedule and a travel budget that precluded very much time to relax and have non-work fun with the local facilitators.

Lest this constraint be viewed out of proportion, we must note that we achieved success and worked together well far more often than we did not; no one on the team has suggested that we cease consulting in Oakland or that we disband the team because physical and social distances are too great. And all members are optimistic about our continuing efforts in the Oakland schools.

Awareness of capacity. How did we know that we were or were not solving the problems that faced us? We used several procedures to make sure that we paid attention to our own capacity. First, we held a series of seminars among the Eugene-based team members to conceptualize what we meant by a capacity to solve problems. Many of the generalizations presented in our conceptual paper came from an analysis of what we were doing when we solved a problem that we were not doing when a problem or a solution eluded us. We regularly discussed how our actions, norms, and structures matched--or failed to--those that other people had described as indicators of problem-solving capacity.

Second, all regular meetings and a substantial number of the informal ones among subgroups were punctuated throughout--or at least ended with--what we referred to as process debriefings: discussions of how individuals felt about the meeting and about the procedures that were used during the meeting. The agreement or norm that we would candidly tell others how their behavior was affecting us made it possible for us to pay attention to our team functioning when any team member thought it would be profitable to do so.

Third, we sought the opinions of others who did not belong to our team. In September, we held a three-day retreat to which we invited a process consultant who watched us as we worked together and gave us ideas about how we might improve our teamwork. In January, we held a two-day meeting at which we received feedback from DTA's Study Team and from the DTA Director. In June, we were visited by a consultant to the Study Team who provided us with still another perspective on how we worked together and how we were doing in Oakland.

As a result of this self-conscious analysis of our own problem-solving capacity we have steadily become better at facilitating the problem-solving of others and have developed a common language that we can use among ourselves and with others. We feel ready to enter into new work in the 1977-78 school year and to begin teaching some of what we have learned to other consultants.

Teaming for Professional Development

Although never as clearly or publicly articulated as teaming for facilitating problem solving, teaming for professional development was an important goal of our bunch. Sometimes we phrased the goal in negative ways; that is, teaming so we don't burn out, age prematurely, or stagnate. Other times, we phrased the goal in more enhancing terms; teaming so each of us could gain professional skills we wanted to acquire.

Individuals set different professional goals for themselves. For example, one team member wanted to improve the manner in which she delivered lecturettes during training events. Another team member wanted to increase the degree of comfort he experienced when writing. Some of the goals of individuals were met because teammates helped out, observing performance, giving feedback, and giving rewards for progress. By the end of the year it seemed accurate to say that each team member had had experiences and had gained skills that could not have been reaped without participation on the team.

On the way to achieving the goal of professional growth for each team member, many issues surfaced and required attention. The rest of this

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section is devoted to describing three clusters of issues with which the team dealt during the year: staff selection, socialization and helping relationships, and staff turnover and role changes.

Staff selection. Once during the 1975-76 school year and twice during the 1976-77 school year the team was able to augment its numbers by hiring local facilitators. In all three selection processes some district personnel were invited to participate either by advertising the position and encouraging applicants or by serving on the interview committee.

One issue that surfaced in each case was attaching priorities to criteria, in particular a criterion related to the candidate's acceptability to the district. Different people involved in the selection process--including DTA's Director and the Project Officer from the NIE--sometimes had very different ideas about what constituted acceptability. To those who believed that a "good" team was a multiracial one, acceptability to potential clients was closely associated with race. To those who believed that a "good" team could provide curriculum consultation as well as process and organizational consultation, acceptability was closely aligned with experience as a teacher in an urban school. And the issue related to that single criterion became even more complex for selection teams when they had to weigh it against other criteria such as skill in writing about consultation and developing intervention materials.

A second issue related to staff selection involved the lack of simple procedures to accomplish hiring once the top candidate had been selected. Procedures became incredibly complex at times because the University of Oregon's methods of hiring people were not congruent with the

Center for New School's methods; often almost duplicate forms had tc be filled out and many people up the line in several hierarchies had to be notified simultaneously.

Socialization and helping relationships. On the organizational charts of DTA, one member of the Eugene-Oakland Consulting Team was designated as Director with a supervisory (evaluative) relationship to all other team members. To some degree, the Director maintained a supervisory relationship vis a vis the local facilitators, but never did he assume this stance toward others in Eugene. The Eugene seven worked collaboratively as co-equals with multiple accountability. No one else in Eugene was responsible for evaluating any one else on the team.

Instead, relationships among team members were aimed at socializing and helping one another. Socialization into the role of consultant to schools in Oakland and into achieving the goals of the DTA Project was a process that all team members experienced. Some team members, to be sure, were more often on the receiving end of the process than others, but everyone at some time was taught something about the "way things work around here." Likewise, some team members were on the giving end of the process more often than others, a responsibility that was tied closely to longevity in a consulting relationship with Oakland schools and experience in writing documents and doing other tasks involved in working on a federal contract.

One example of a two-person relationship that was very rewarding to both parties developed between a team member in Eugene and the last-hired local facilitator. They met as team-mates for the first time in January and

quickly began planning how they would work together at Hazelwood School. Throughout the spring the two talked on the telephone at least once a week and always before and after any visit to the school. The local facilitator apprised the Eugene-based consultant of events in the school and received suggestions and support for her efforts in return.

Socialization processes and helping relationships surfaced two kinds of issues during the year. First, for each team member there was the issue of who can teach me? When too many of us chose the team's Director as mentor, the burden on him became great. When the last-hired facilitator in Oakland chose the Eugene-based team members more immediately and more often than her Oakland counterpart, tensions about who was who's boss surfaced and were talked about at length at the January team meeting.

Second, some team members in Eugene had had many more experiences in Oakland than other team members by the beginning of the 1976-77 school year. Those with less experience expressed their concern that they were not going to get sufficient experiences in consultation and worried that the more experienced team members felt too much ownership of some of the potential client schools. This issue also surfaced on occasion when a subgroup had to decide who was going to carry out a particular task at a particular intervention event and to choose between a person who had greater expertise and a person who wanted the opportunity to practice and develop his or her competency at doing that particular thing. In other words, this issue sometimes became one of balancing our wishes to do good things for clients and our wishes to take risks that would benefit team members' professional development.

Turnover and changing roles. At the time this manuscript was written, only five of the nine members of the Eugene-Oakland team had been on board since the beginning of the DTA Project in December of 1974. One more had joined in February of 1975 and the other three had come on board either just before or during the 1976-77 school year. In addition, two other persons who had been on the team at one time had resigned.

In addition to coping with turnover, team members--at least most of them--experienced some kind of role and assignment change during the year. As described in the case studies, most of the changes occurred in January when some of the teams assigned to our eight subprojects were reconstituted to accommodate the new local Oakland facilitator's role.

One issue that surfaced during the year was related to accomodating to the illness of a key member of one subproject team. Careful consideration was given to deciding who could take her place at the school where she consulted for the seven weeks in which she was to be absent.

A second issue was related to meshing assignments within the team with other commitments that team members had. Until December, 1976 four of the seven Eugene-based team members were graduate students at the University of Oregon and had to mesh schedules for their trips to Oakland with their classwork and dissertation-writing tasks. One of the four graduated in December. In addition, another Eugene team member worked part-time in another R & D project at CEPM and sometimes had to let the demands of that project set her schedule.

Chapter IV. The Future

This chapter is brief because, at the time it was written, little was known about what might happen as the 1977-78 school year begins in the Oakland District, as our Program on Strategies of Organizational Change enters its second decade at CEPM, and as DTA prepares to enter its Phase III work. Thus, what we say in this chapter is more speculative than certain and is more what we now believe would be valuable to do than what we shall do.

We believe that a school's capacity to solve educational problems and to initiate appropriate change is integrally tied to the quality of its organizational arrangements -- specifically to the interpersonal and interrole dynamics among professional educators, parents, and students. Although the group processes and procedures of the school organization often restrain the full use of individual and collective potential, they can, if ordered appropriately and coordinated smoothly, release latent energy and resources needed for problem solving and creativity. It is the quality of the human involvement, commitment, and understanding exercised by educators, parents, and students that make a school effective in meeting the challenges of a changing and pluralistic society.

For the past ten years our Program on Strategies of Organizational Change at the University of Oregon's Center for Educational Policy and Management has engaged in interrelated research, development, and dissemination activities to accomplish two main goals: (1) to upgrade the organizational problem-solving structures and skills of schools, and (2) to amass knowledge and techniques for stimulating effective organizational change in schools.

Our past two-and-a-half years of involvement with both the DTA and Oakland have continued these programmatic concerns. We have sought to learn more about how an organizational capacity for continual problem solving can be established in schools, both through studies of nine school change programs in depth and through our own direct interventions and action research in Oakland. And even though we have been at it now for a considerable time period, we still lack sufficient knowledge, evidence,

designs, and techniques for achieving problem-solving capacities in urban schools. In the space that remains, we shall describe some ways we believe the technology of problem solving in schools could be advanced. As a way of condensing our proposals, we shall describe five possible research-and-development projects that could produce, together, the kind of knowledge we think most vital. Two of them (the first and last) seem to us very appropriate for Phase III of the DTA project. Each of the projects described below grows out of our past, especially out of events in the DTA, and helps to focus on a future that builds on the past.

Facilitating the Capacity for Problem Solving in Urban Schools

This project would build directly and cumulatively on DTA's conceptualizations of problem solving and on the work of the Eugene-Oakland team that has been described in this manuscript. It would also build on our Program's previous consultation and research in Berkeley, California; Eugene, Oregon; Kent, Washington; and Beaverton, Oregon and on a considerable body of literature about consultation, organizational problem solving, and urban schools. Moreover, this project would be richly informed through linkage to DTA's research sites and Documentation Team.

Our plan would be to continue to provide consultation in a few Oakland schools during the 1977-78 school year. Attempts would be made to continue to test the techniques of data feedback, linkage, and process observation and feedback. The consultations would continue to move from the participants' most pressing problems (in the domains of school-community relationships, instruction and student learning, and resource acquisition

and use) toward building the basic elements of problem-solving capacity (systematic diagnosis, proactive retrieval, and synergistic collaboration of which school participants are aware). We would emphasize, however, capacity for problem solving a bit more than we did during the first year of interventions in Oakland. More specific ideas for consultative activities that might occur in Oakland schools have been described in the case studies of Chapter II.

We would also plan to produce additional concepts, scenarios, and knowledge about consultation to build the problem-solving capacities of urban schools. This is an awesome task, but one to which our Program and the DTA Project is dedicated. At this time we are assessing the effectiveness of research methods that have been employed and are brainstorming new methods that could be tried. Thus, in addition to methods that were described earlier in this manuscript, the consultants perhaps would administer a multi-item questionnaire at regular intervals over a period of a few years, use coding schemes to guide observations of different groups, formalize interview schedules, or employ audio- and visual-recording equipment.

In addition to working in and thinking about schools in Oakland, we would try to recruit a group of local educators (probably central-office personnel and building administrators) and others to take leadership in 1978-79 for facilitating the growth of problem-solving capacities in other schools, beyond those with which the Consultants could work. The task of such recruitment has already begun; as we reported in Chapter I, district personnel and consultants from four different organizations and associations in the Bay Area have already been contacted and are ready to help us with this task.

Critical Stages of School Change

We would also undertake a project to analyze already existing empirical evidence on the implementation of organizational change in schools, the critical stages or paths of change, and the sequential effects (and side effects) of those changes. The study would use data that were collected previously by our Program, in the DTA Project, and by other programs in CEPM. The key feature of the analysis would be to search for activities critical to the course of implementation. The analysis strategy would be (1) to reconstruct sequences of events in each of several sets of data, and (2) to determine, for each event, the extent to which certain skills essential to the effective functioning and adaptability of the school organization existed and supported one another. The latter step would draw on the notion that specific skills are necessary in order for a subsystem of a school to develop, and those skills, in turn, are necessary for the development of particular adaptive skills between subsystems of the school. Critical kinds of events would be identified in conjunction with the accompanying skill levels that occur in similar places in each implementation sequence. This work would help set the stage for understanding how the processes and effects of interventions in urban and non-urban schools differ.

Participation of Parents and Students in School Management

This project would have as its objectives: (1) to organize the literature on parent and student participation in school management, (2) to generate theory about the organizational norms, structures, and

procedures necessary to support parent and student participation in school management, (3) to produce designs and techniques for bringing parents and students into school management and to field test at least one comprehensive design, and (4) to train a group of educators to use the knowledge derived and to publish some of that knowledge for dissemination. It would benefit by experiences gained in previous projects of our program, in several of DTA's research sites, and in the myriad of projects that are now being tried on a small scale in a number of school districts.

Longitudinal Research on the Social-Psychological Impact of School Management on Students

Although the design of this project would benefit greatly from previous work in our Program since 1967, as well as from the DTA Project, this project would rectify a previous omission by collecting data on the impact of school management on students. Independent and intervening variables would be such phenomena as principal's acts, forms of school management, beliefs and interactions of teachers, and teacher-student interaction patterns in the classroom. Examples of dependent variables would include students' competence with the world of work, their influence on one another and on the operation of the school, their skill in working collaboratively, their orientation to racial and sexual differences, their skill in self-guided learning, their skill in leadership and followership, their reactions to authority, their alienation or attraction to school, their self-esteem, and the like.

We are thinking now of a longitudinal design in which data would be gathered from students and educators more than once a year for five years. One feature of the study would be to follow a group of students after they leave the first school and enter a second. A number of methods of data collection would be proposed for approximately 50 schools.

National Network of Trainers of Problem-Solving Facilitators

This project would carry out one of DTA's early intentions for Phase III by establishing a network of specialists in organizational problem solving. Such a project would benefit from our Program's previous experience with establishing cadres of organizational specialists in school districts and with knowledge gained through the DTA Project. At the same time, it would augment, rather than recapitulate, our previous efforts with networking. In particular, it would be a network of trainers of trainers in organizational problem solving.

Members of the network would be involved in it only part time. Persons would be recruited from among established and notable consultants, from among promising young people (with special attention to women and minorities) and from networks or cadres that our program has established in the past. We would try to find network members in several regions of the United States, so that no school would be more than one-half day by air from some member of the network. Members of the network would participate in varying degrees and would serve different functions; this

manner of organization has been proven effective in our earlier work. Members would form regional teams which would meet periodically to plan and carry out training in their region, as well as to build understanding and trust among themselves. They would use the same methods to build their own organization that they proffer to clients.

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